

**Context Leading to SB 1,
2000 Task Force Report
and Continuing Challenges
Related to Adult Education and Literacy**

Interim Joint Committee on Education

**Aims McGuinness
NCHEMS
June 13, 2005**

Charge

- **Context and Conditions Leading to SB 1**
- **Current Economic, Social and Cultural Issues That Provide Continuing Educational Challenges for Kentucky**
- **NOT an Evaluation of Implementation**

Context Leading to SB 1

Context

- **Broad Consensus on Goal of Improving the Quality of Life and Economy of Kentucky Through Long-Term (20 Year) Strategy of Improving Education**
- **Decade of Step-by-Step Education Reform:**
 - KERA
 - HB 1 – Postsecondary Reform
 - Early Childhood Education

Context (Continued)

- **Taskforce on Postsecondary Education**
 - Focus on Strategic Agenda
 - Shift of Focus from Institutions to the Future of Kentucky
 - Unfinished Business of Adult Literacy
- **1997 Report on Adult Literacy in Kentucky: 40% of Kentucky's Adults at Levels I and II**

Demographic, Economic and Social Context

Kentucky in a Comparative Perspective:

- **Despite Progress, Others Are Also Improving**
- **Need to Recognize That Problems Are Legacy of a Century and It May (Will) Take More Than Our Lifetime to Turn the Situation Around.**
- **Lack of Data to Show Immediate Impact**
 - Census Data
 - Lag in Reporting
 - Good News: KY Participation in Adult Literacy Survey: Results in September 2005
- **But This Could Be Turning Point To Which Future Generations Look Back**

Basic Issue for All States and Nation

- **Human Capital Drives Economies in the Information Age**
- **Improving Economies and Quality of Life Is Dependent on the Stock of Human Capital**



A Policy Issue for All States

Key Themes

- **Adult Literacy is a Major Challenge for the United States—and Other Nations**
- **Adult Literacy Affects and is Linked with Every Major Social, Economic, Health and Educational Challenge Facing Kentucky**
- **Significant Disparities Within Kentucky**

Themes (Continued)

- **Slow Population Growth, Shrinking Labor Force Require Mean That Kentucky Must Improve Knowledge and Skills of Existing Workforce**
- **Economy is Making Slow Transition to Demand for Higher Skilled, Higher Wage Employment**
- **In-Migration is Exacerbating Problem of Low Education Attainment/Literacy**

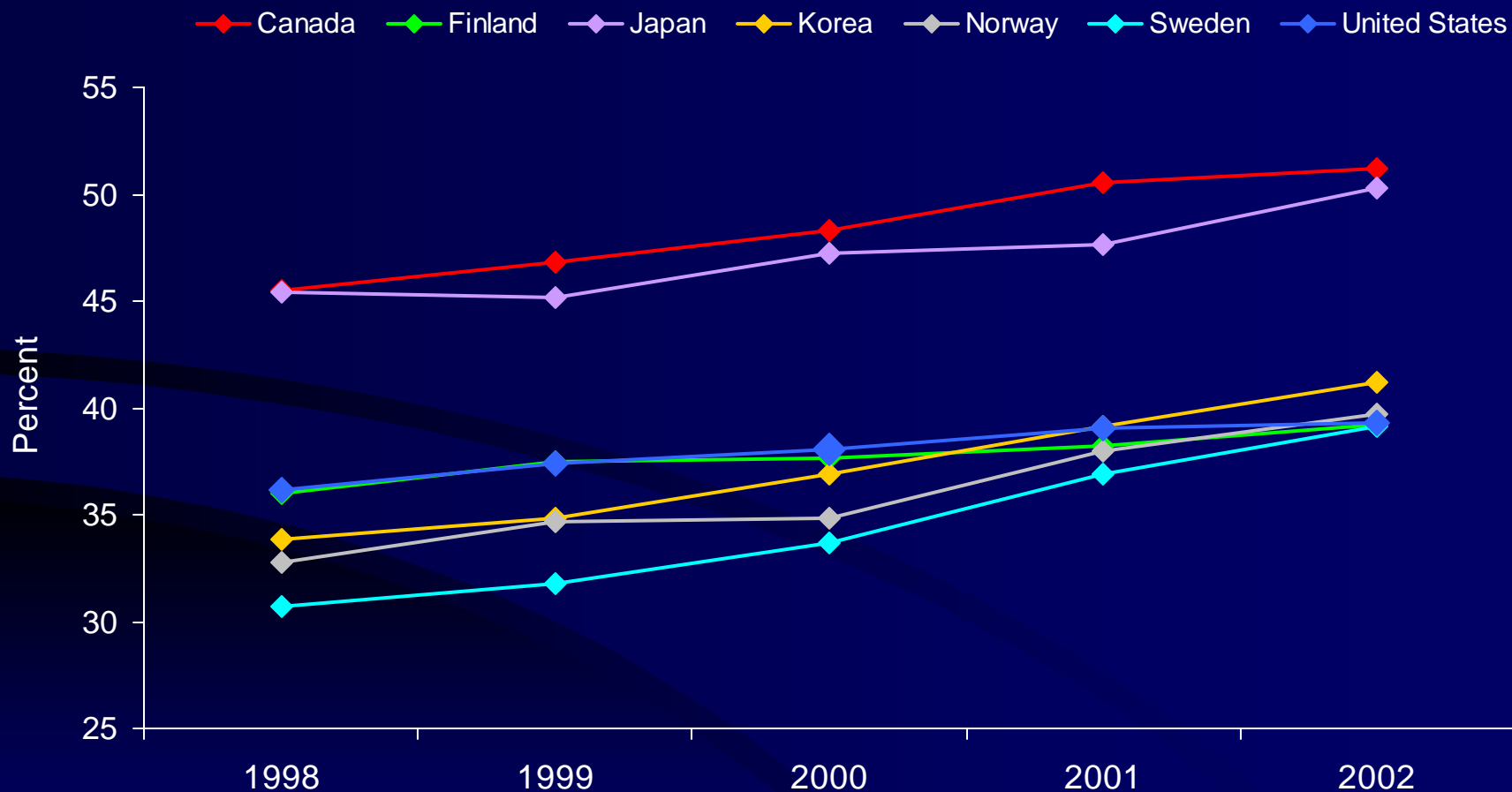
Themes (Continued)

- **Increasing Education Attainment at the Baccalaureate Level and Degree Production Must be Priorities to Increase Per Capita Income**
- **Reaching Goals on Degree Production CANNOT be Achieved Without Increasing the Knowledge and Skills of the Adult Population**

Relationship of Per Capita Income and Education Attainment and Literacy

Trends in Educational Attainment of U.S. Population Relative to the Most Educated Countries

Percent of Young Workforce (Age 25-34) with an Associate Degree or Higher






Source: Organisation for Economic Co-operation and Development (OECD)

International Comparison of Literacy

Table 1. Average literacy and numeracy scores of 16- to 65-year-olds, by country: 2003

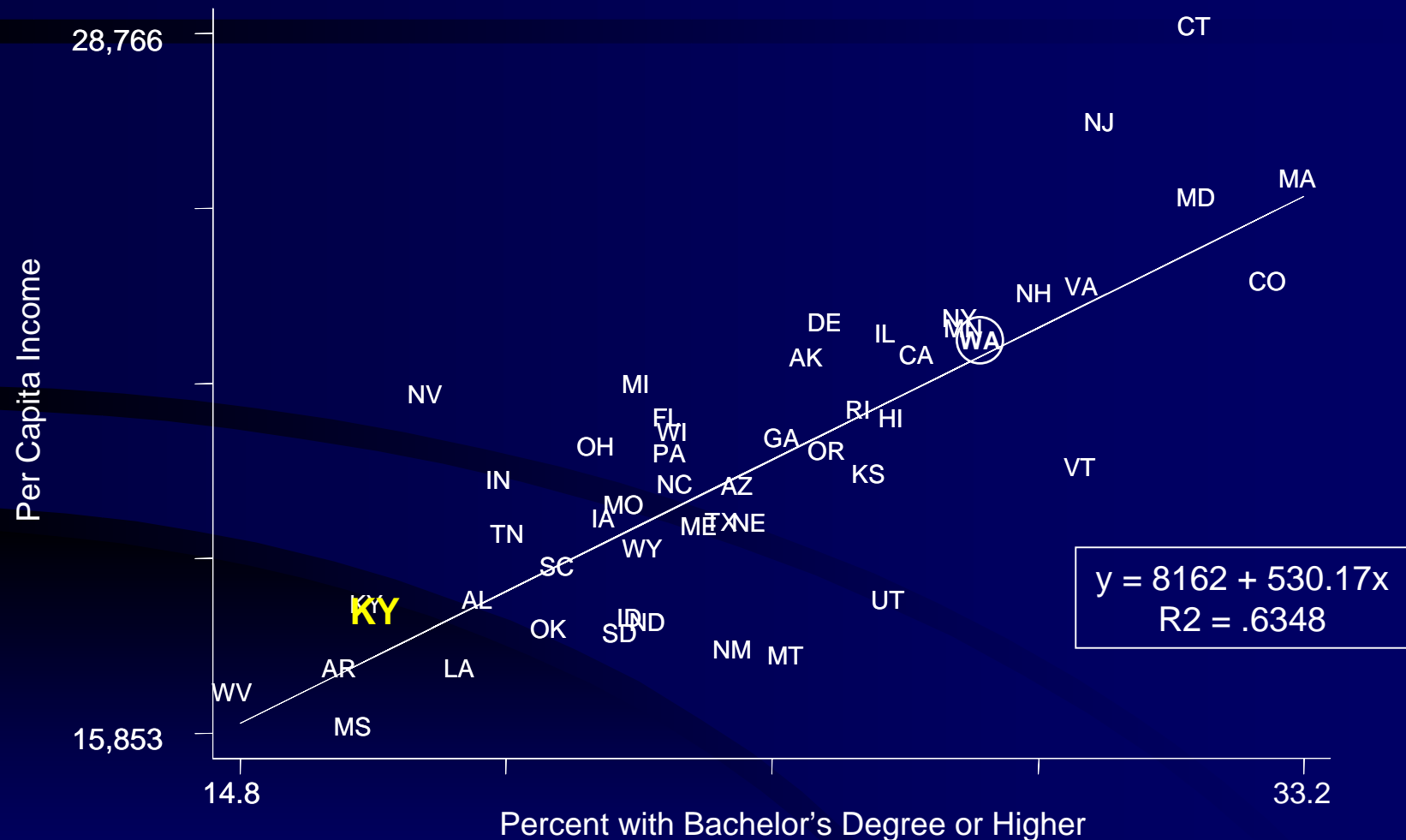
Literacy		Numeracy	
Country	Score	Country	Score
Norway	293	Switzerland	290
Bermuda	285	Norway	285
Switzerland	274	Bermuda	270
Canada	281	Canada	272
United States	269	United States	261
Italy	228	Italy	233

-  Score is significantly higher than the U.S. average
-  Score is not significantly different from the U.S. average
-  Score is significantly lower than the U.S. average

NOTE: Participants were scored on a 500-point scale.

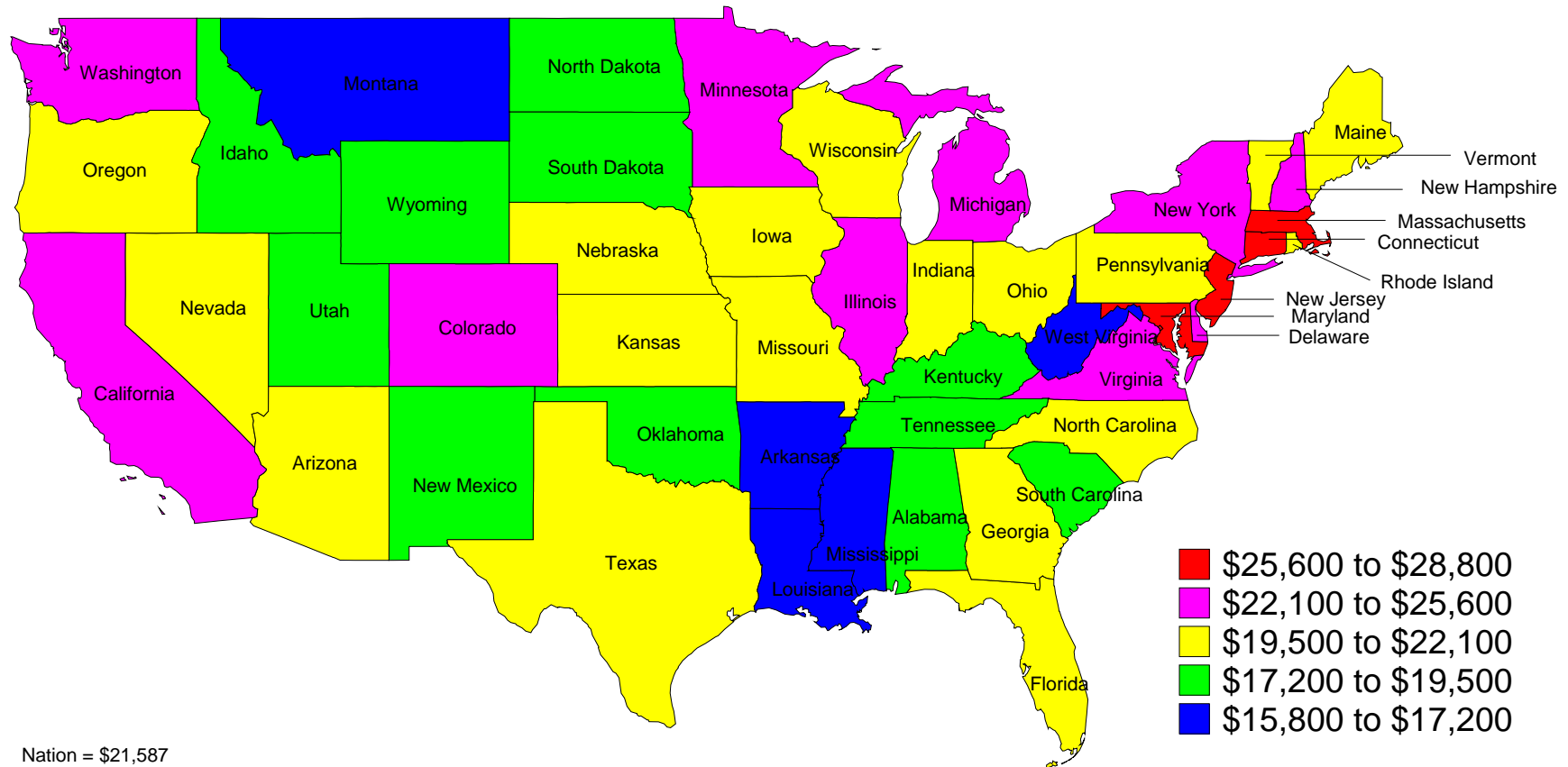
SOURCE: Statistics Canada and Organization for Economic Cooperation and Development (OECD), Adult Literacy and Lifeskills Survey (ALL), 2003.

Relationship Between Educational Attainment and Personal Income by State, 2000



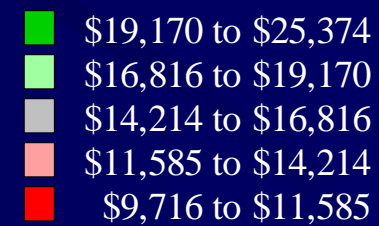
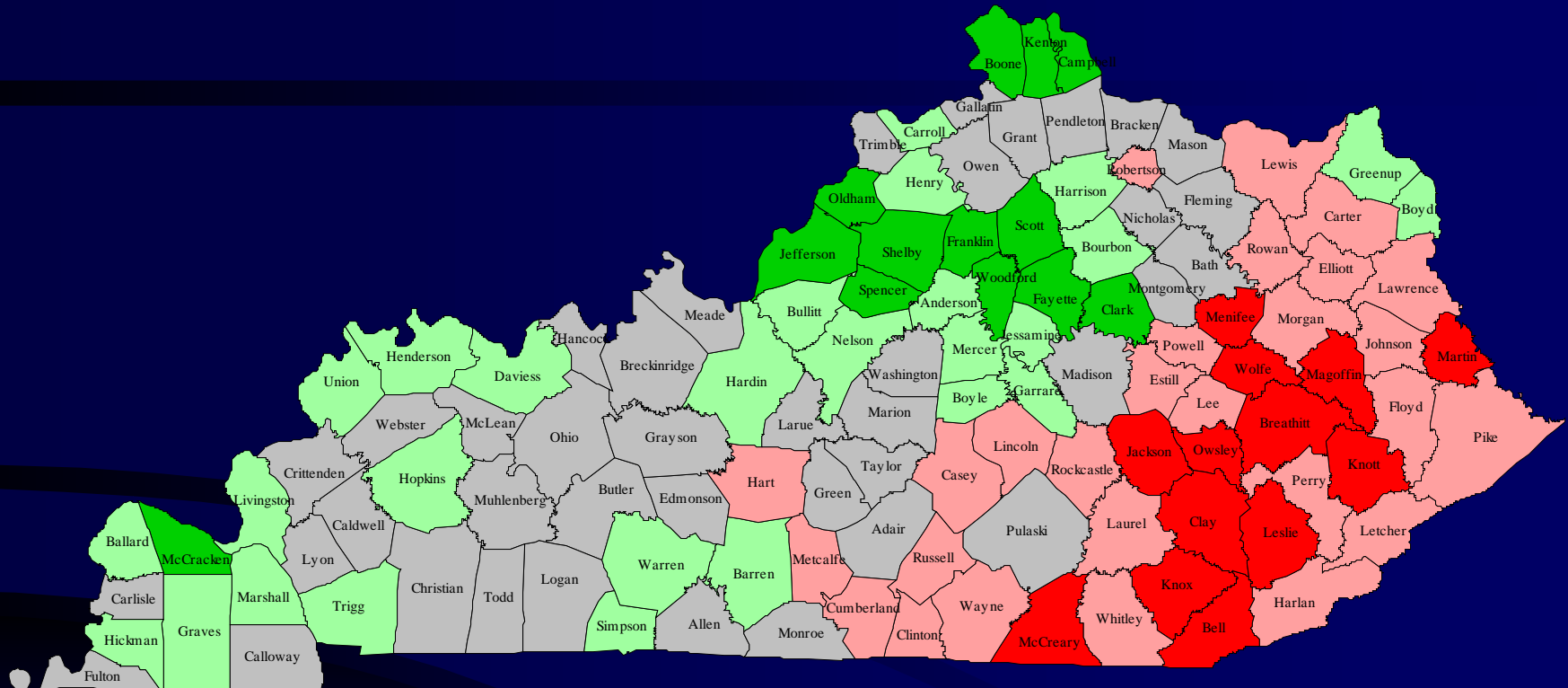
Source: U.S. Census Bureau, 2000 Census

Per Capita Personal Income, 2000

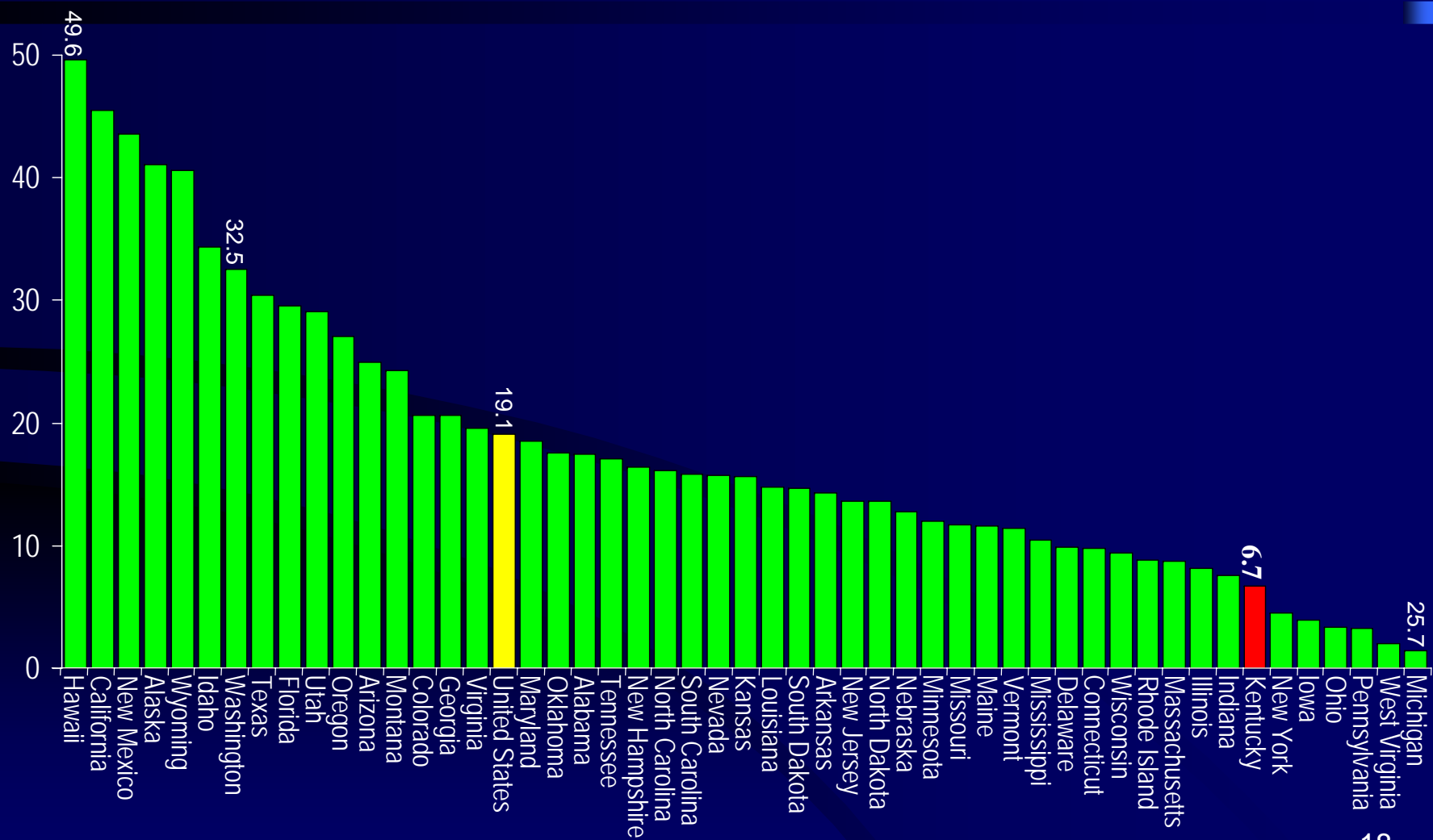


Nation = \$21,587
 Alaska = \$22,660
 Hawaii = \$21,525
 District of Columbia = \$28,659
 Data Source: 2000 Census
 8-07-02

Per Capita Personal Income, 1999

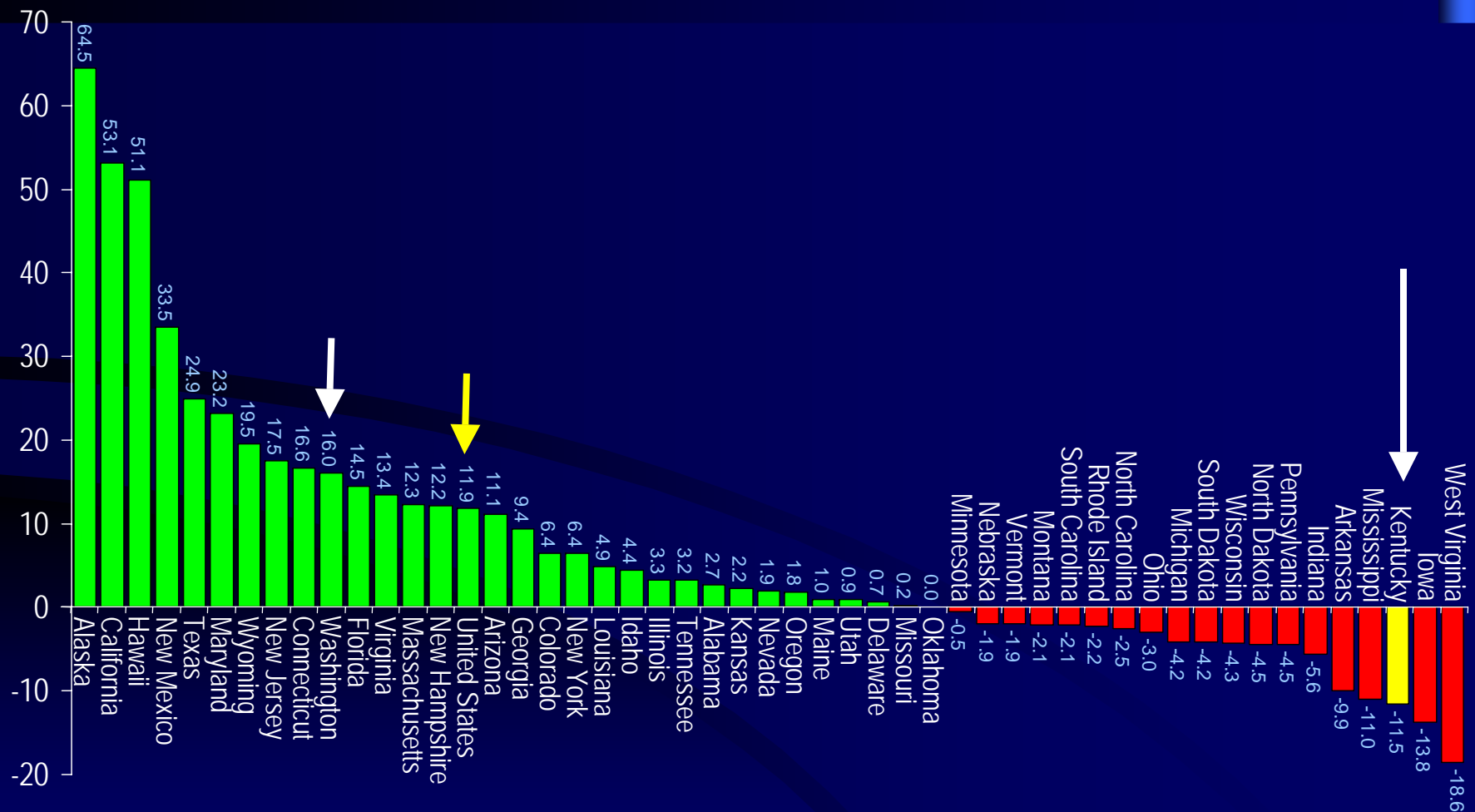


Projected Total Population—Percent Change, 2000-25



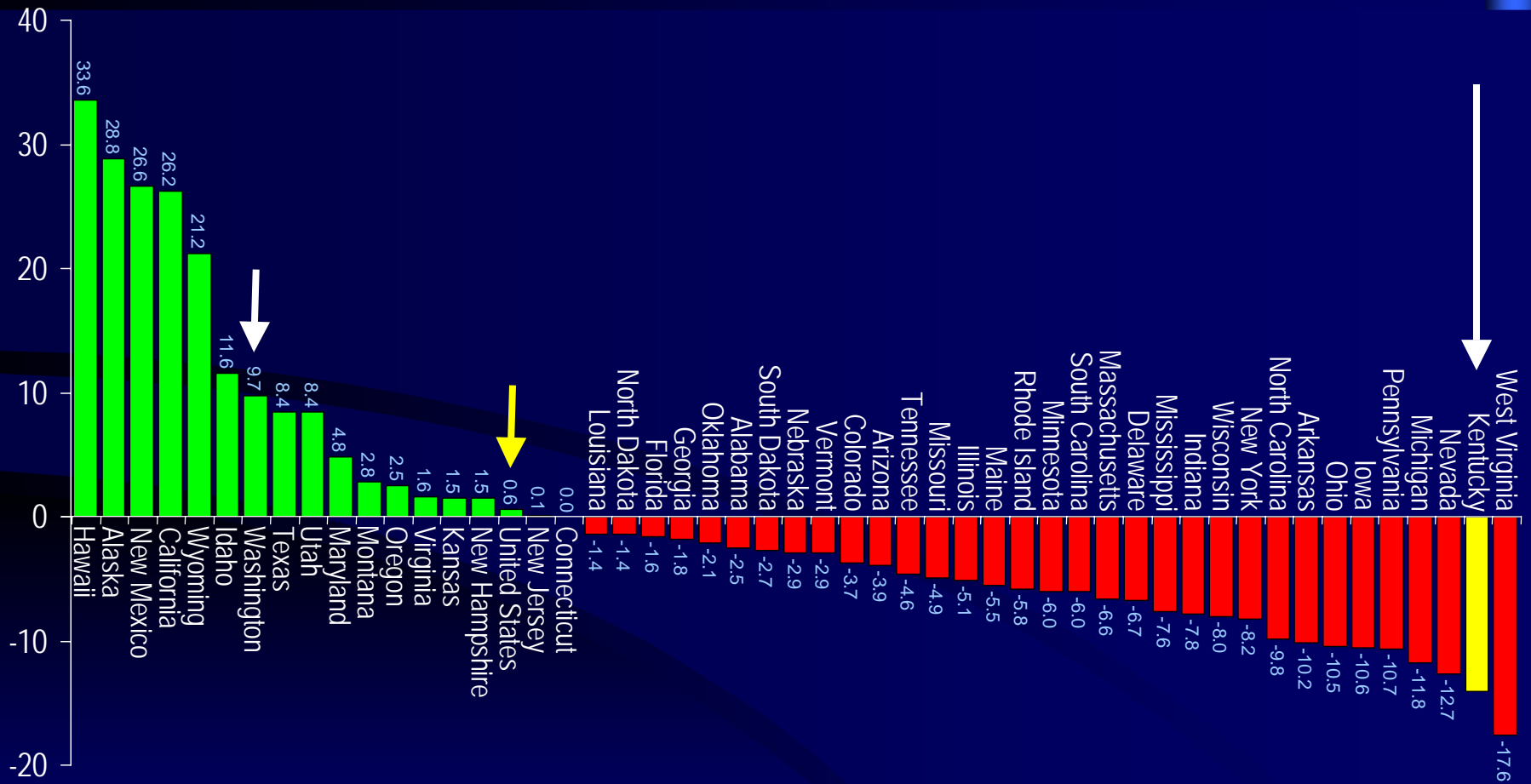
Source: U.S. Census Bureau

Projected Population Age 18-24— Percent Change, 2000-25



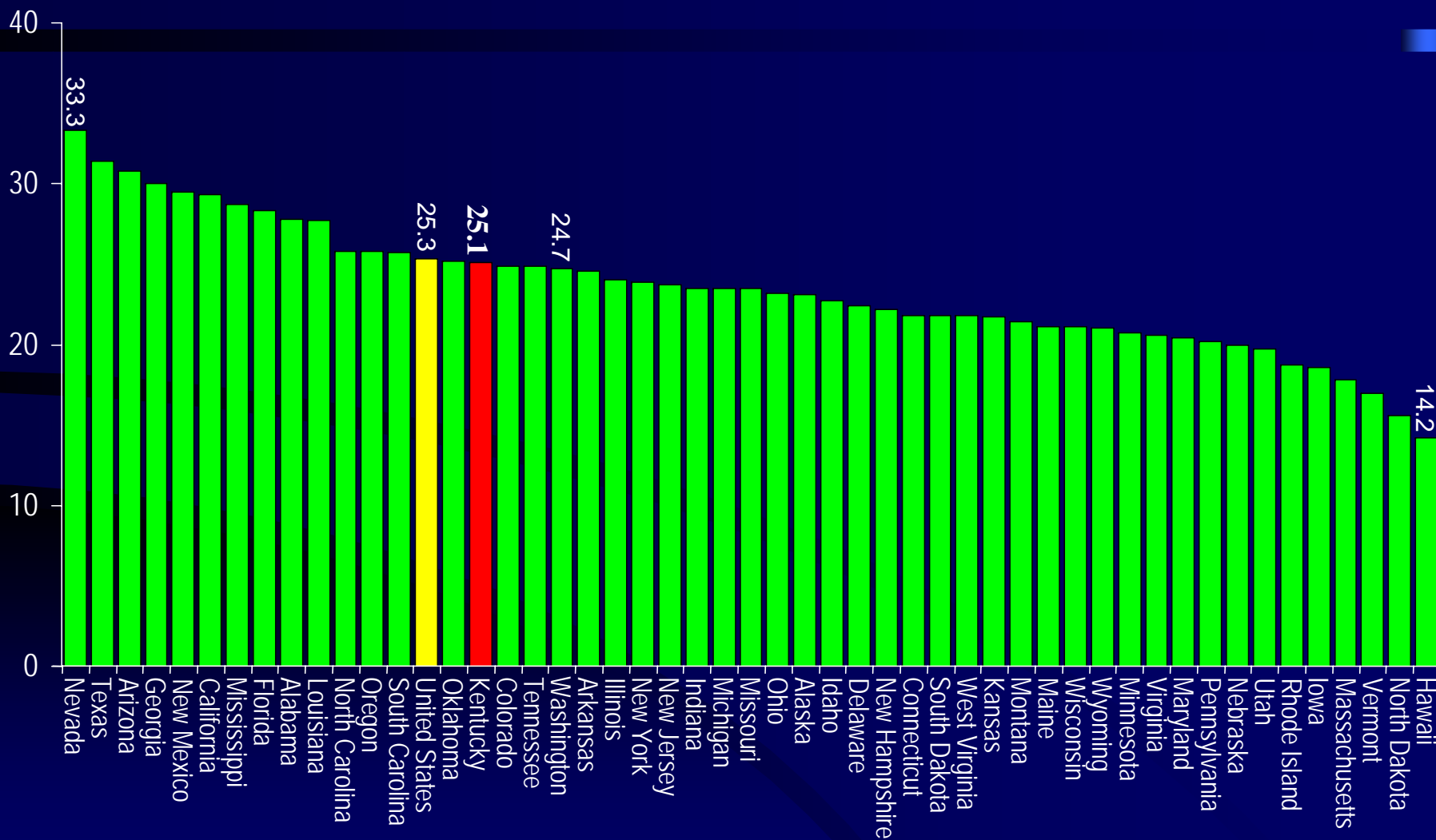
Source: U.S. Census Bureau

Projected Population Age 25-44— Percent Change, 2000-25



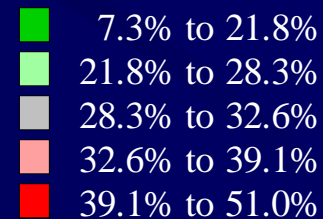
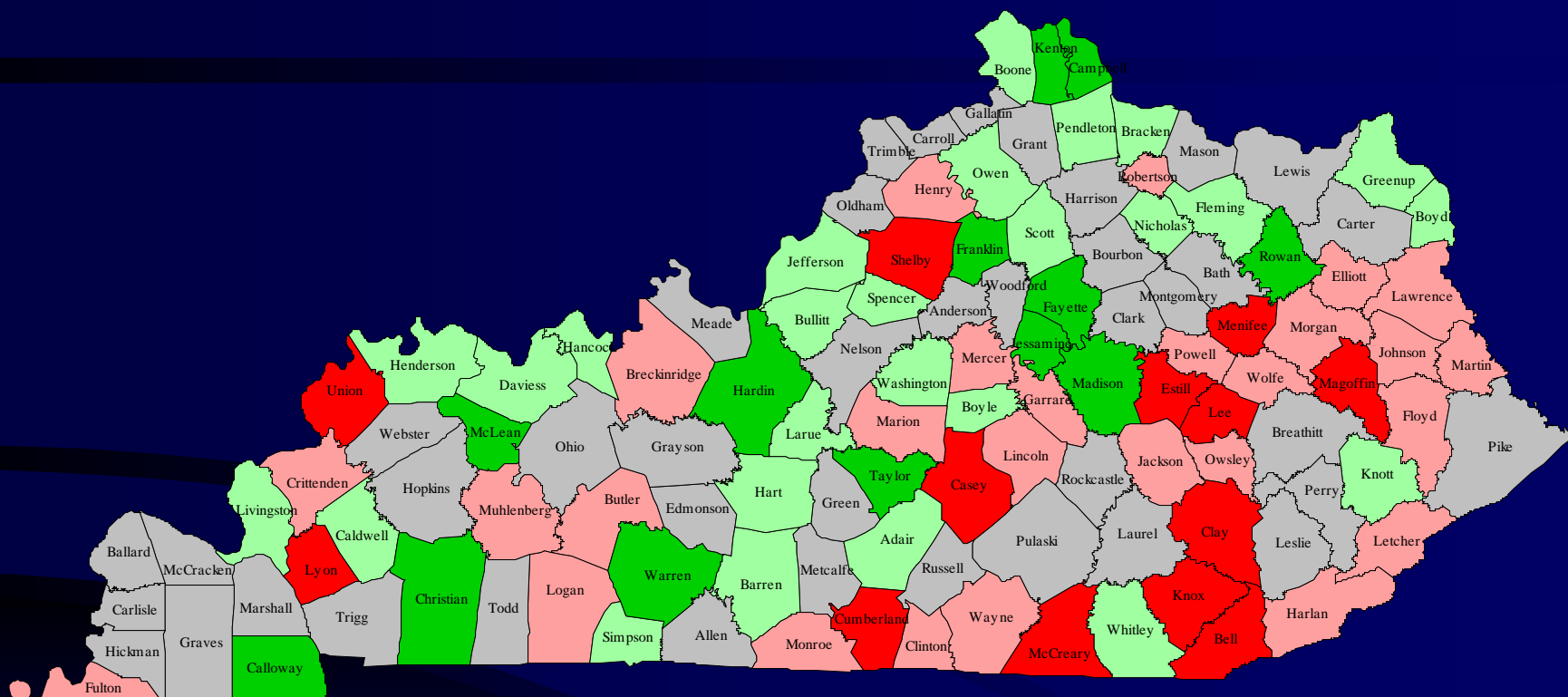
Source: U.S. Census Bureau

Percent of Population Age 18-24 with No High School Diploma

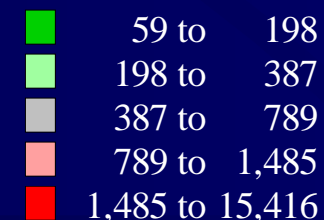
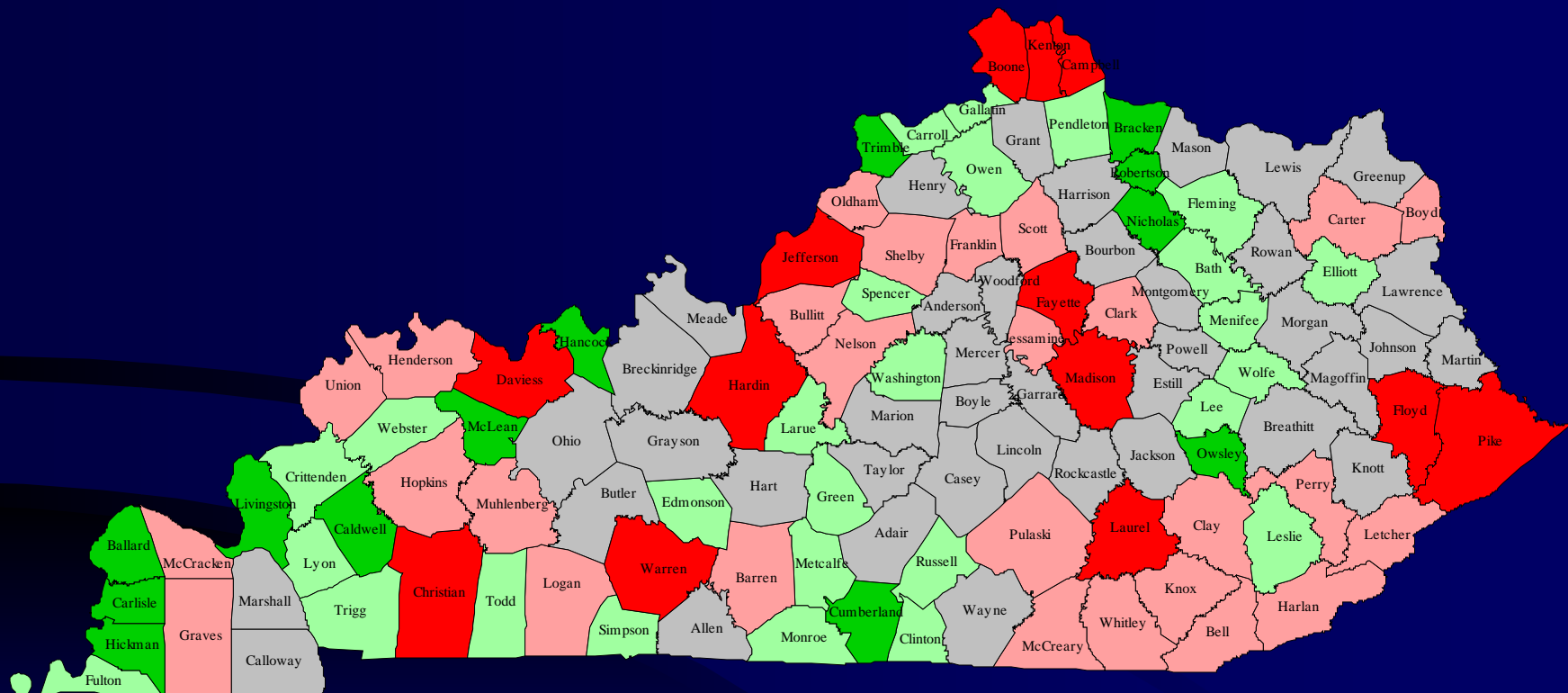


Source: U.S. Census Bureau, 2000 Census

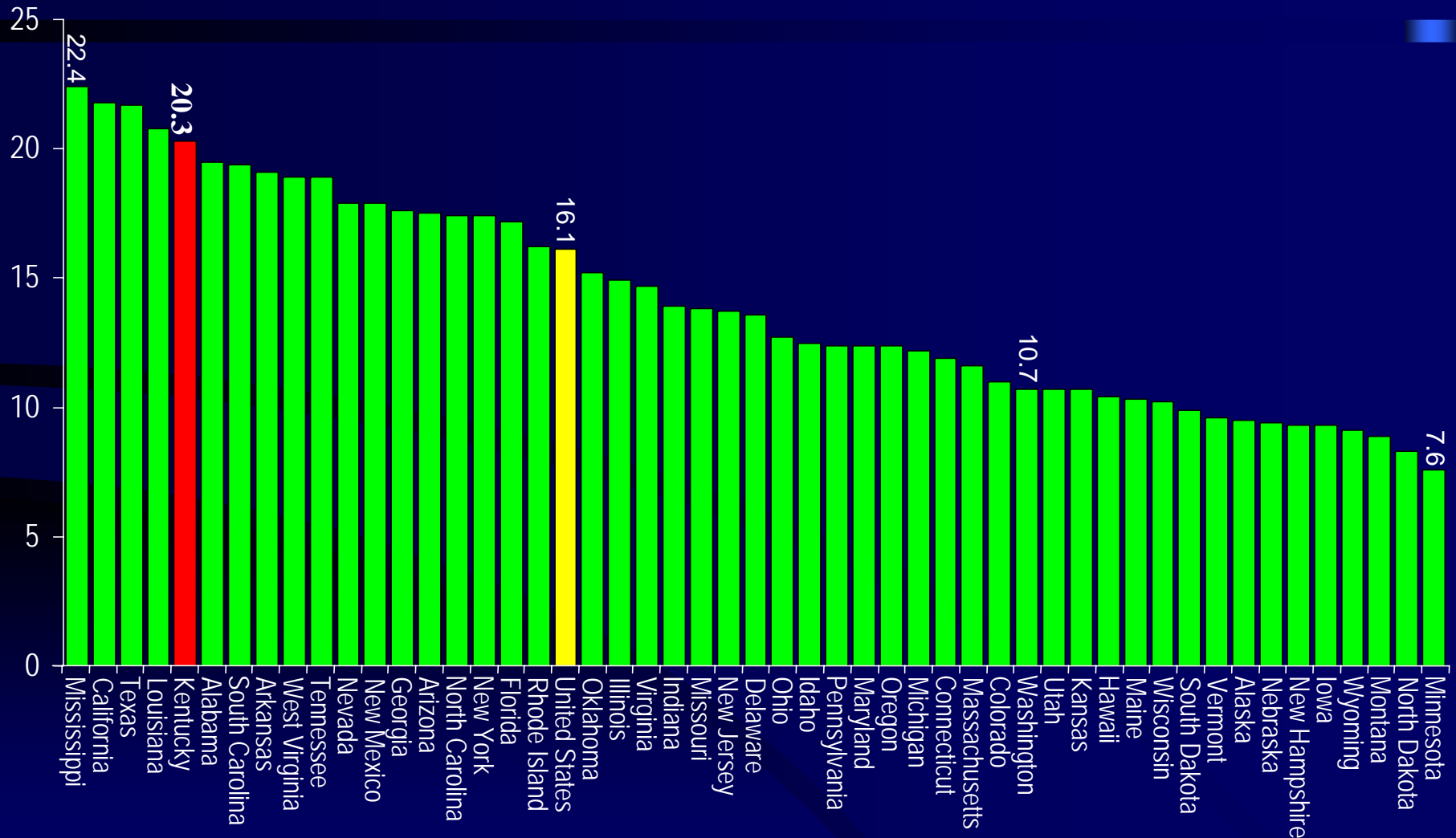
Percent of 18-24 Year-Olds Who Had Not Completed High School, 2000



Number of 18-24 Year-Olds Who Had Not Completed High School, 2000

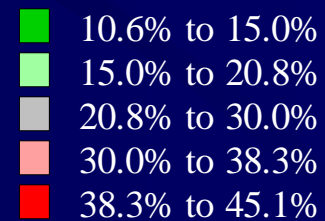
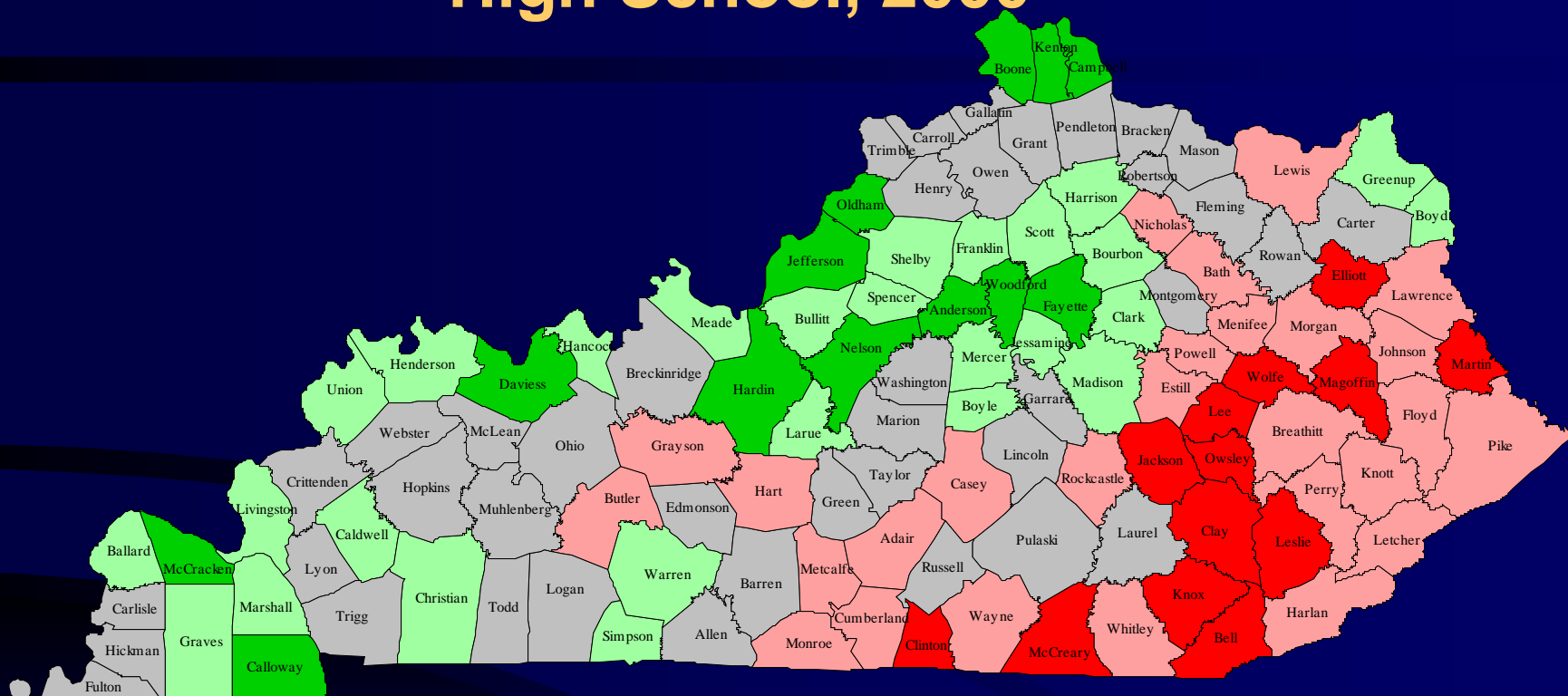


Percent of Population Age 25-64 with Less than High School Diploma, 2000

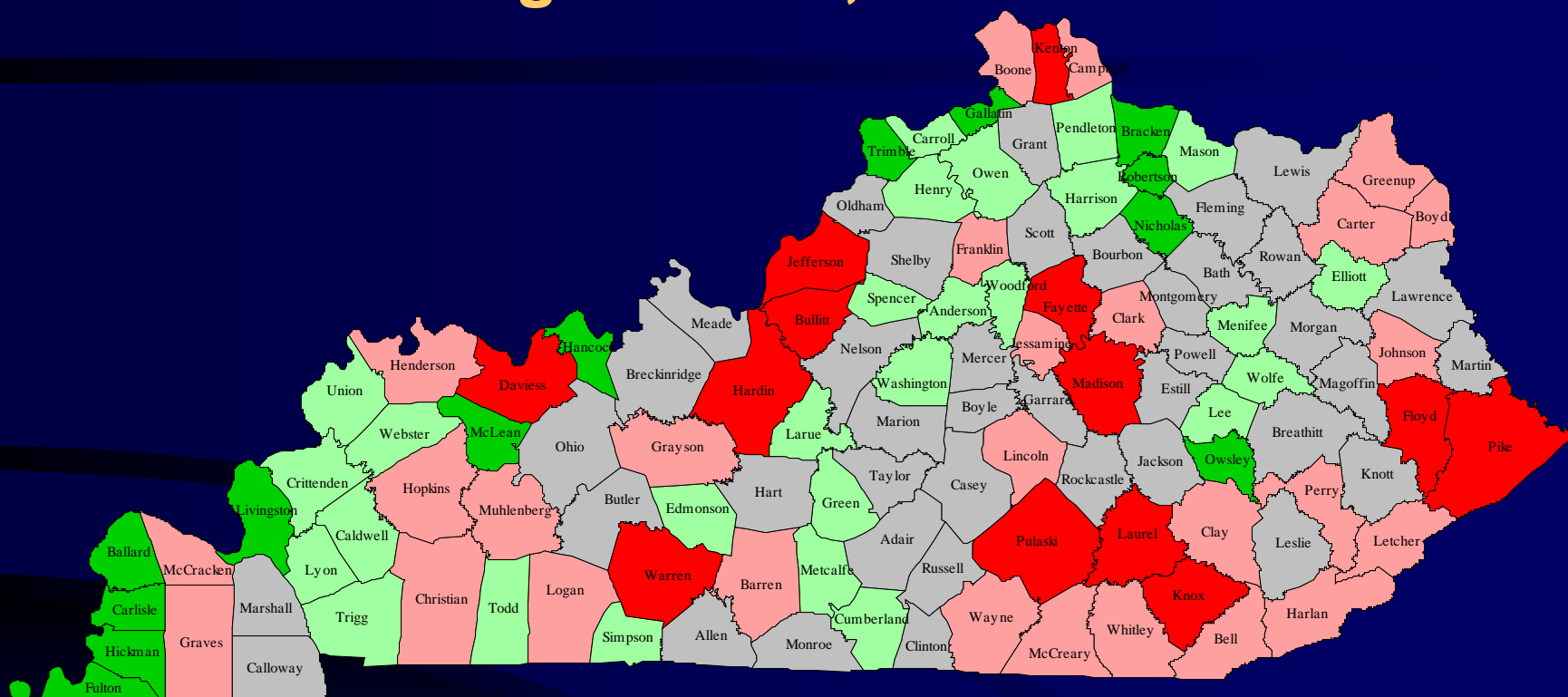


Source: U.S. Census Bureau, 2000 Census

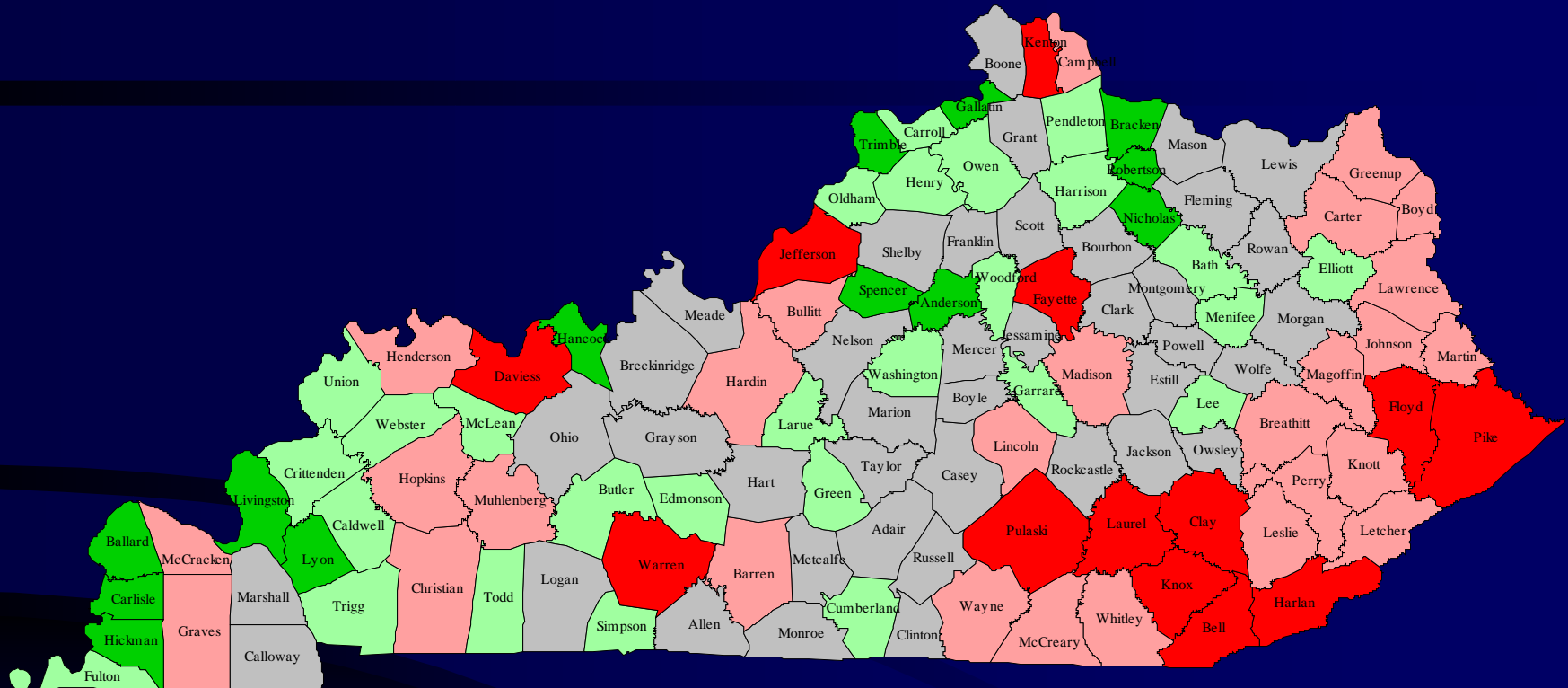
25-64 Year-Olds Who Had Not Completed High School, 2000



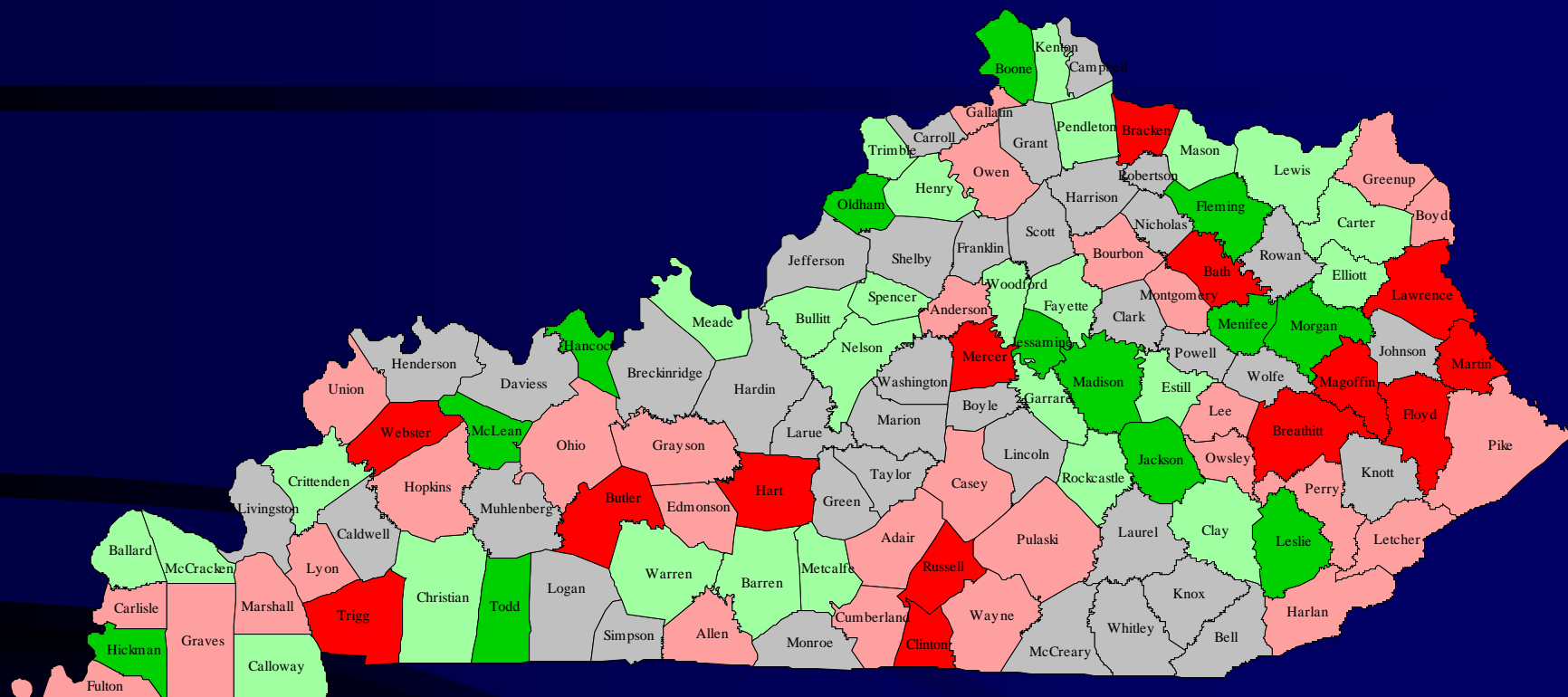
25-64 Year-Olds Who Had Not Completed High School, 2000



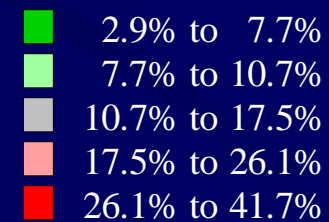
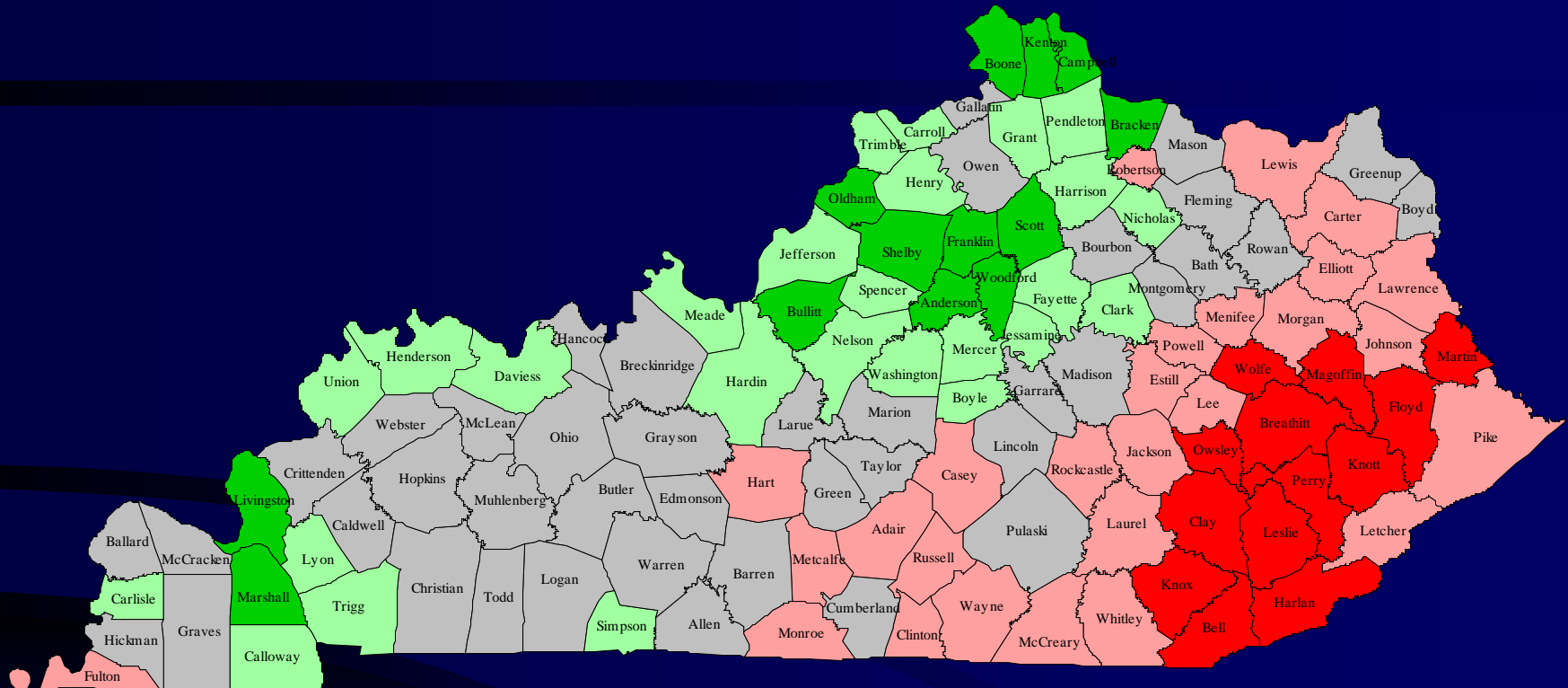
Number of Families Living in Poverty, 1999



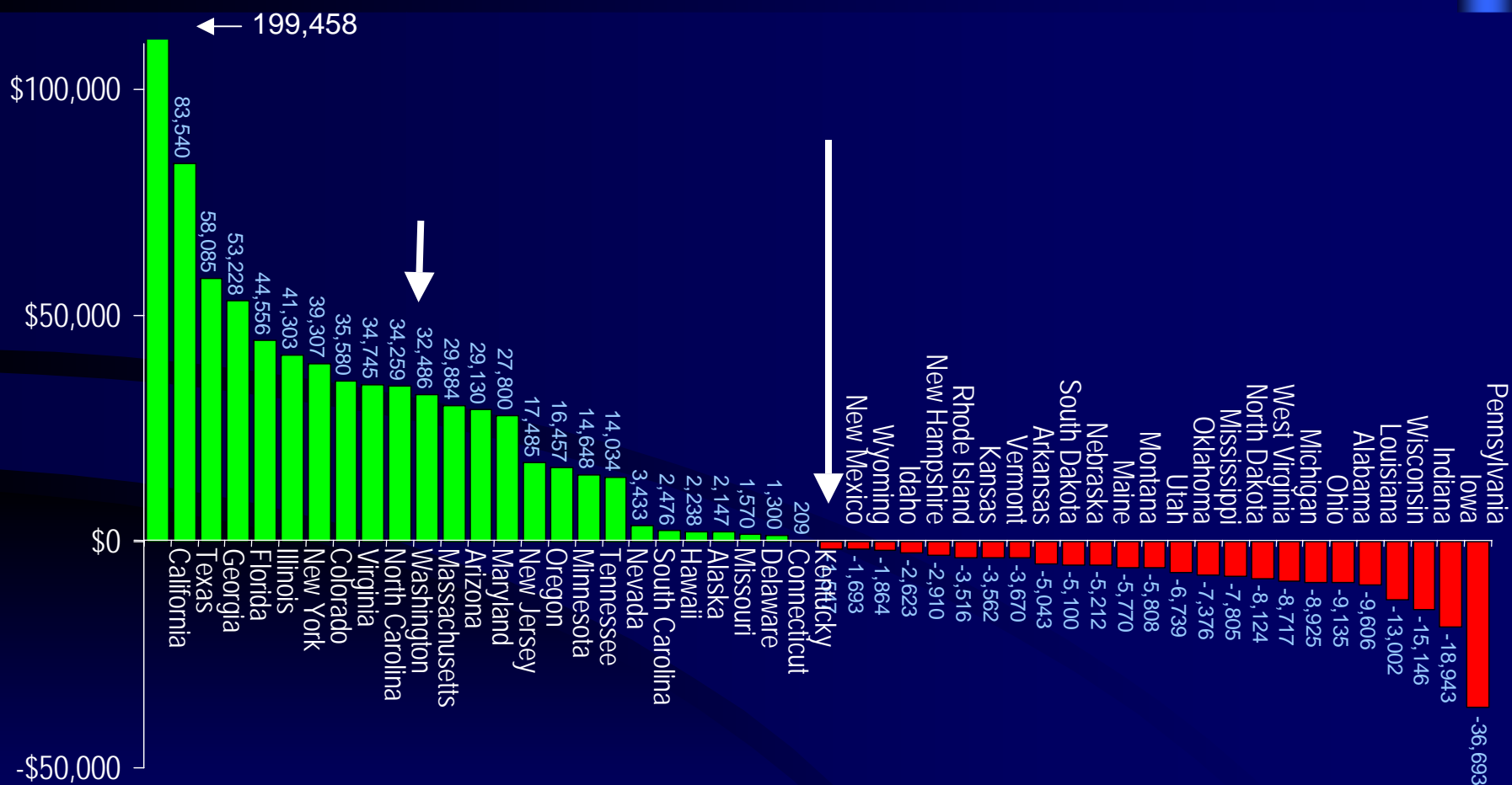
Deaths Due to Lung Cancer per 100,000 Residents, 2000



Percent of Families Living in Poverty, 1999

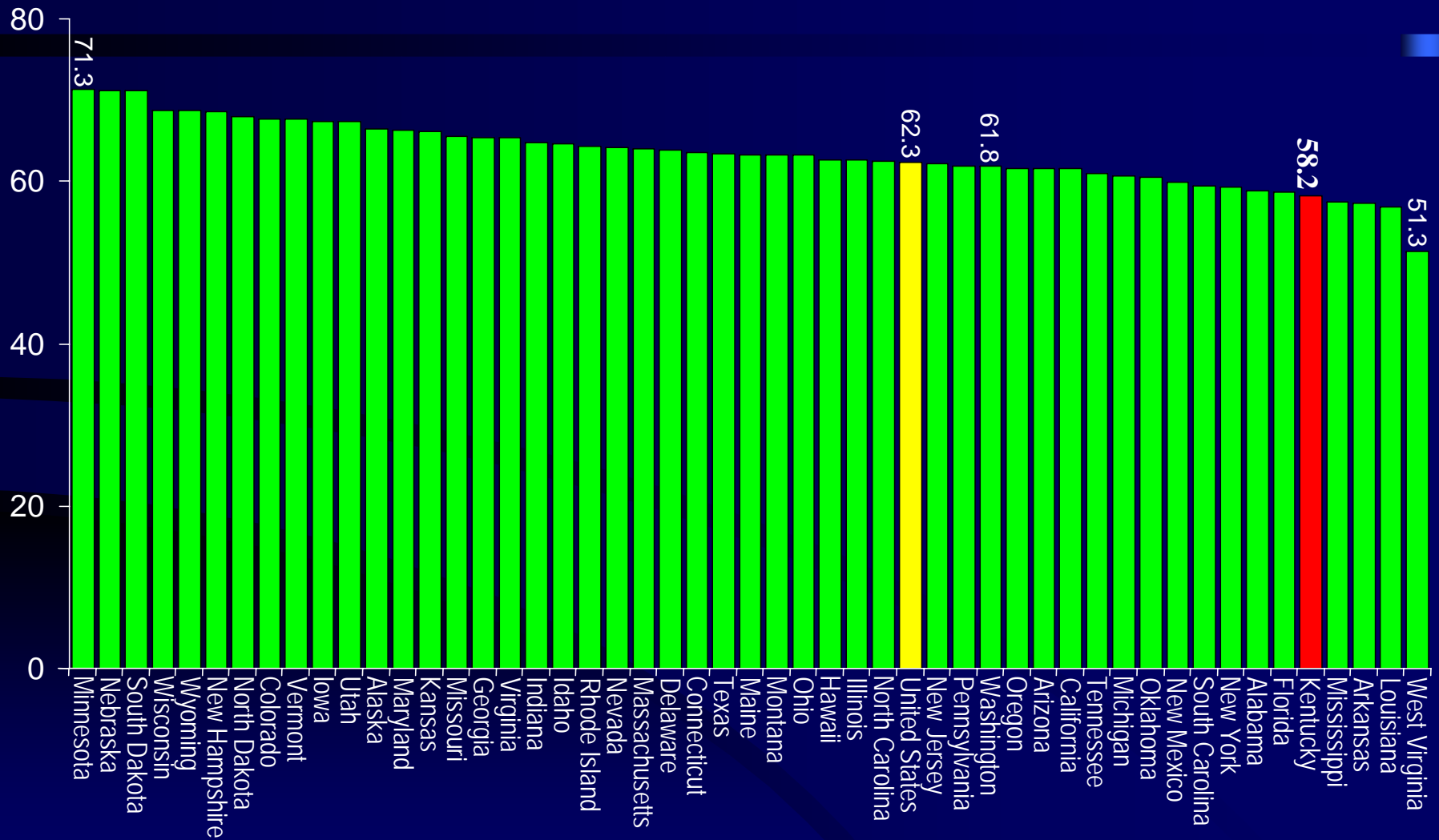


Net Migration of Residents Age 22-29 with a College Degree (Associate or Higher), 1995-2000



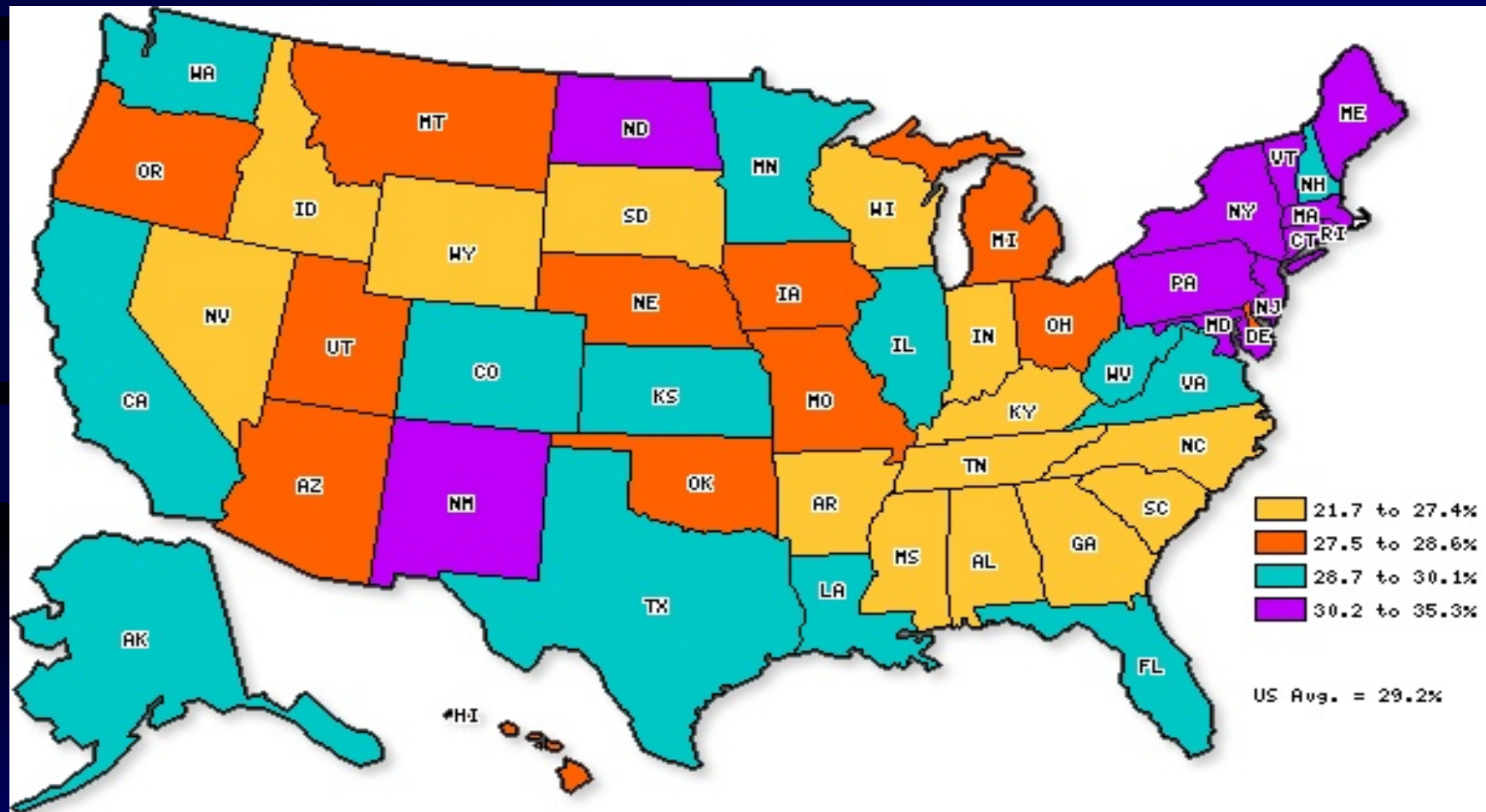
Source: U.S. Census Bureau, Public Use Microdata Samples, 2000

Percent of Civilian Population (Age 16 and Older) Participating in the Workforce, 2003

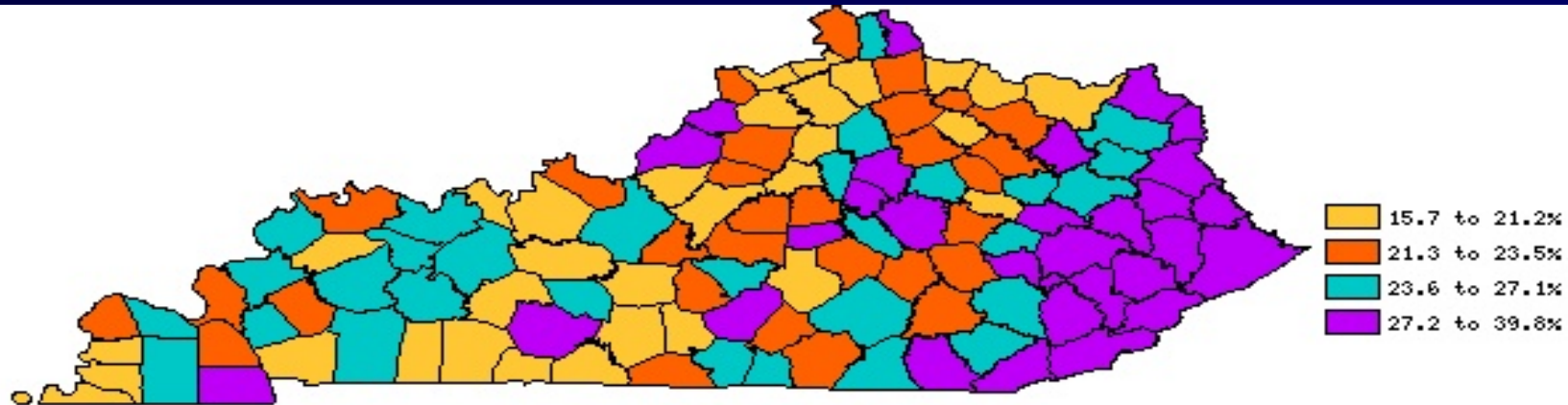


Source: U.S. Census Bureau

Percent Employment in Professional, Education, Health and Social Service Industries, 2000



Percent Employment in Professional, Education, Health and Social Service Industries, 2000

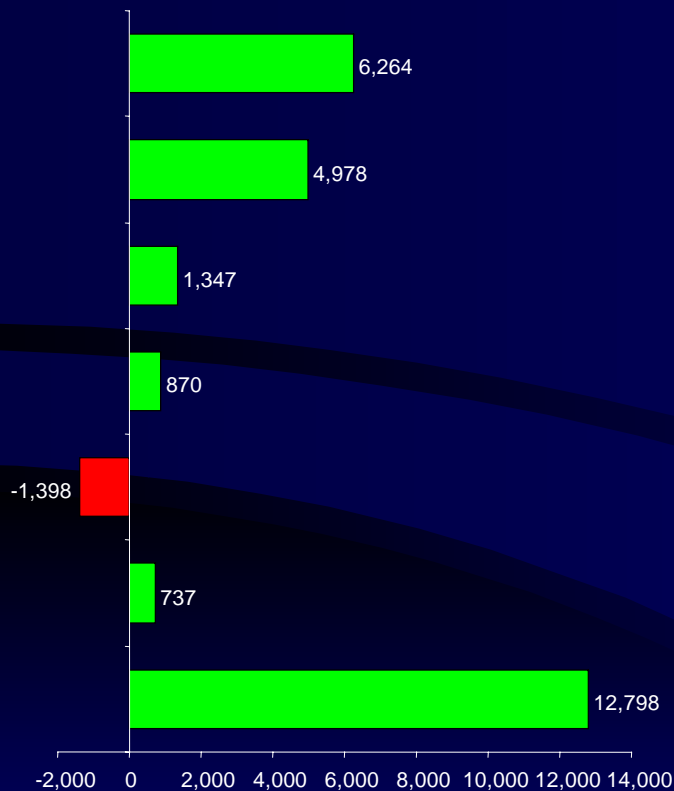


Source: US Census Bureau

Net Migration by Degree-Level and Age-Group

22- to 29-Year-Olds

30- to 64-Year-Olds



Less than High School

High School

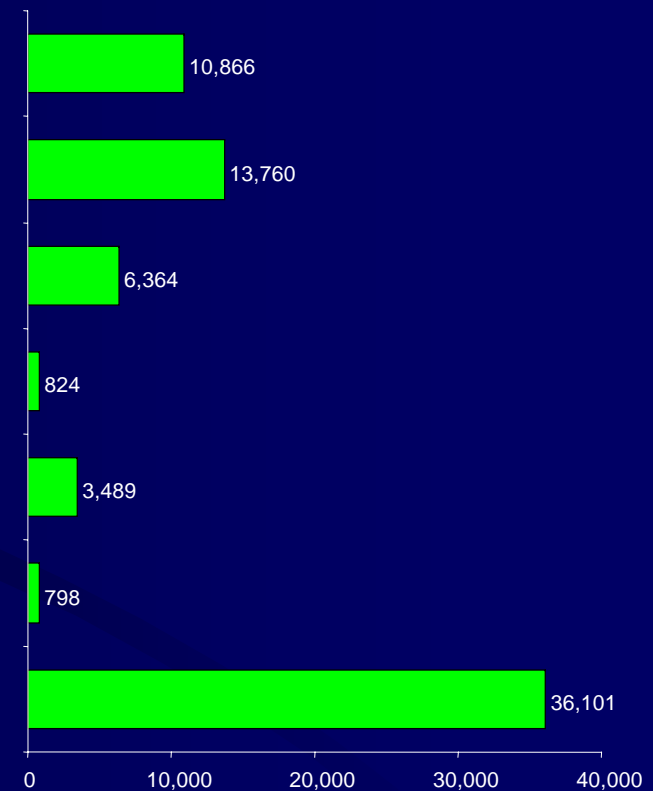
Some College

Associate

Bachelor's

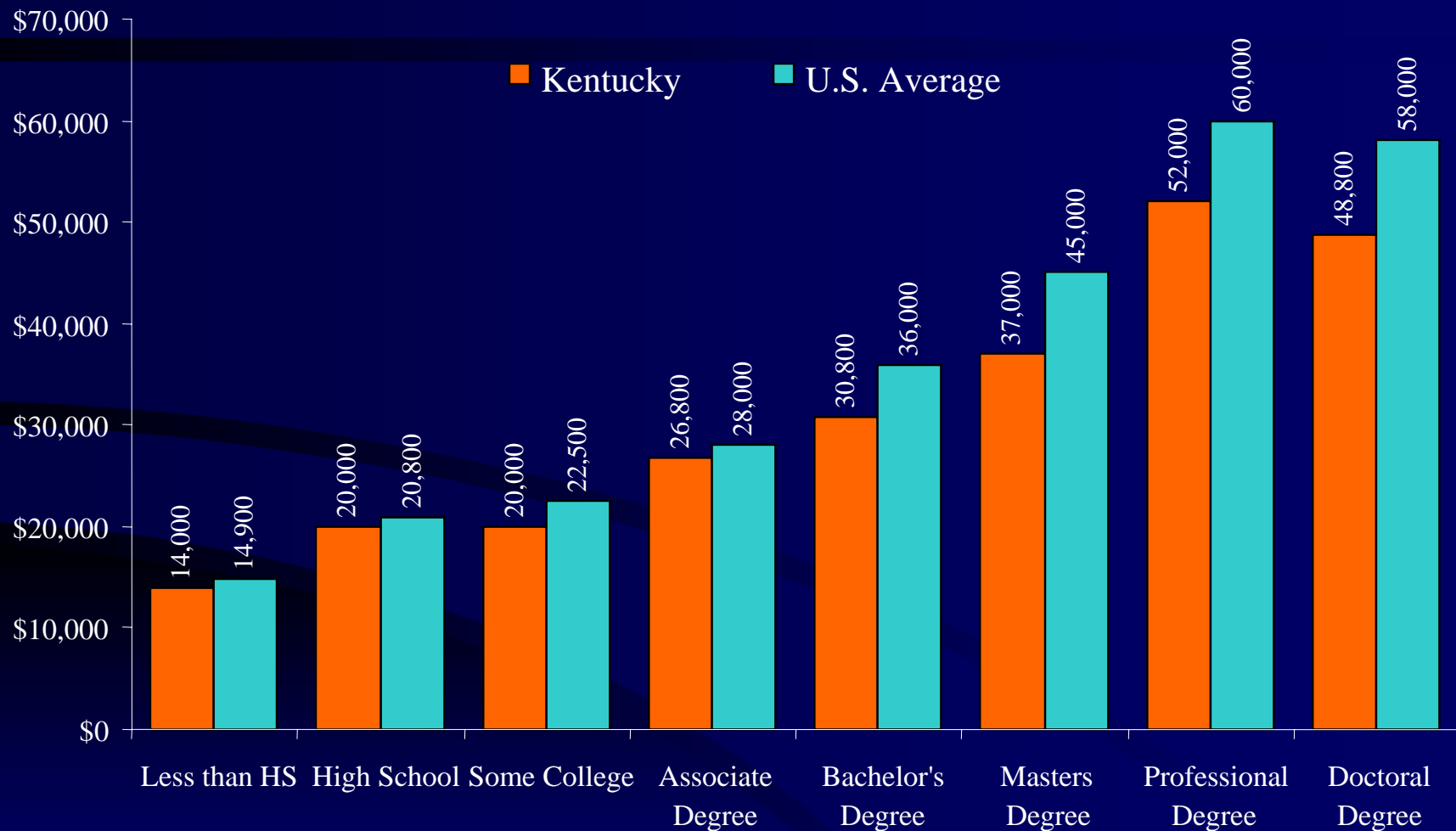
Graduate/Professional

Total



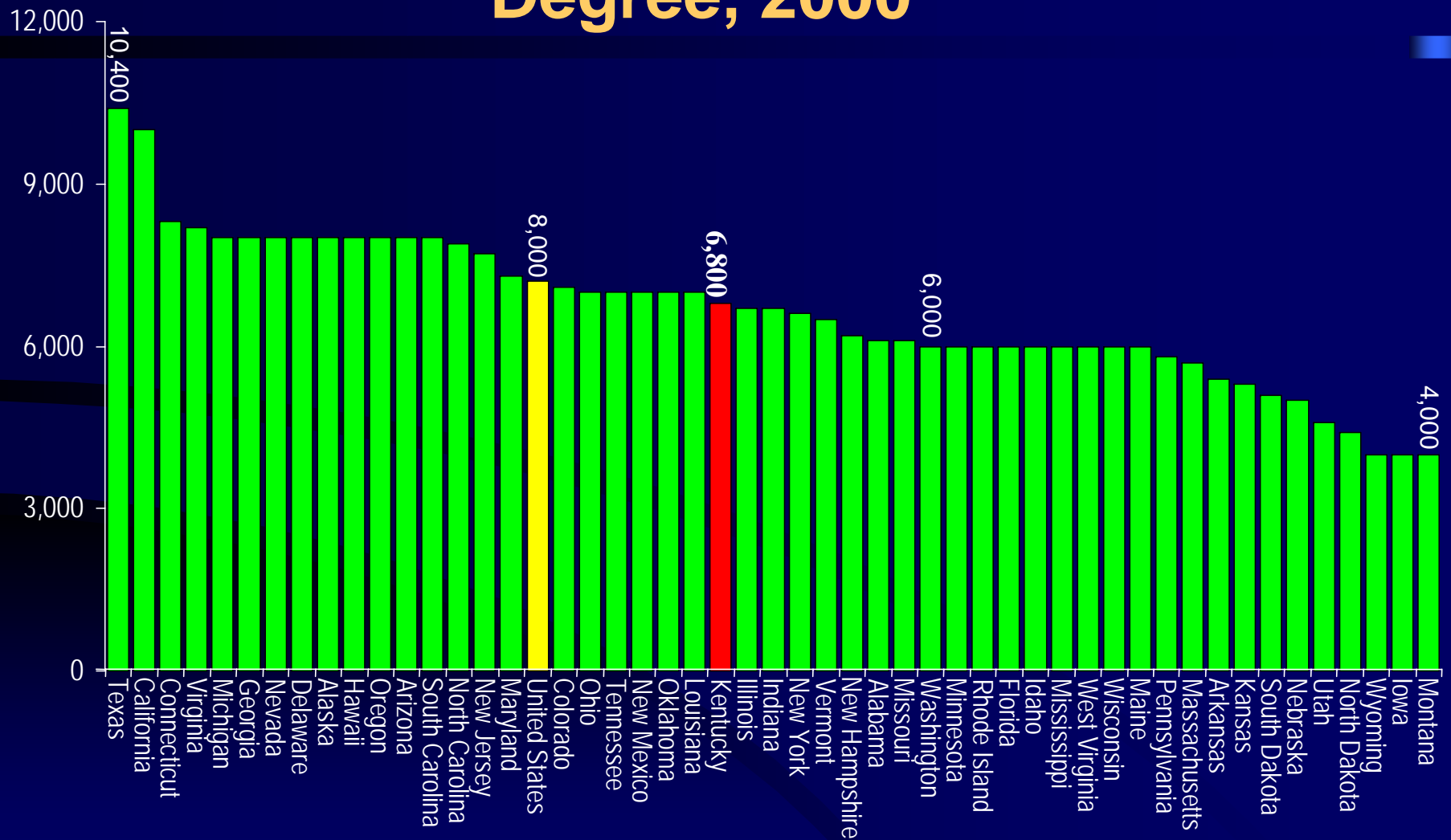
Source: U.S. Census Bureau, 2000 Census – Public Use Microdata Samples

Median Annual Earnings by Degree-Level – Kentucky vs. the US Average, 2000



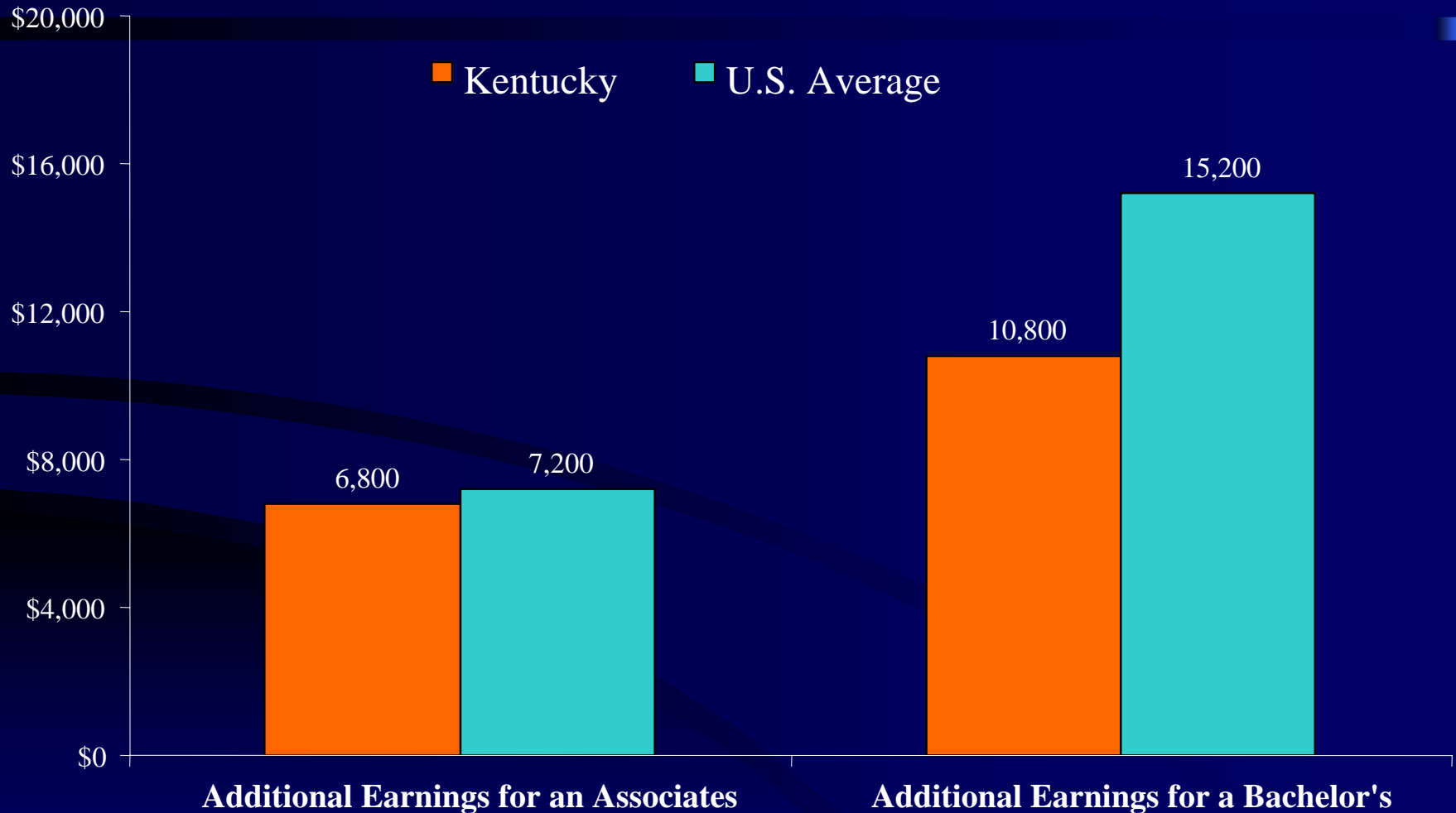
Source: U.S. Census Bureau, 2000 Census

Difference in Median Earnings Between a High School Diploma and an Associate Degree, 2000



Source: U.S. Census Bureau's Public Use Samples, based on 2000 Census

Difference in Median Earnings Between College Graduates and High School Graduates, 2000



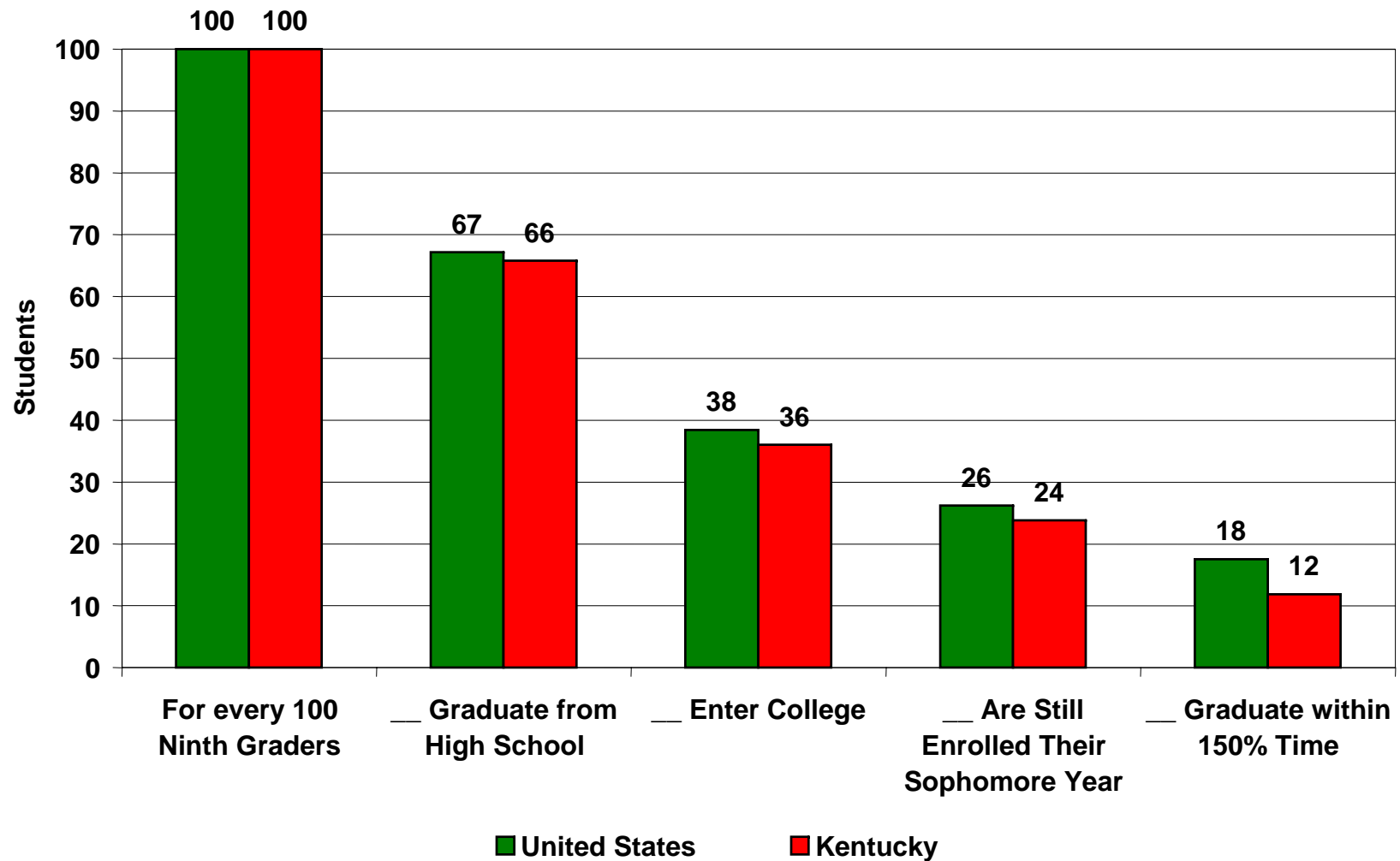
Source: U.S. Census Bureau, 2000 Census

The Education Pipeline

Key Transition Points in Education Pipeline

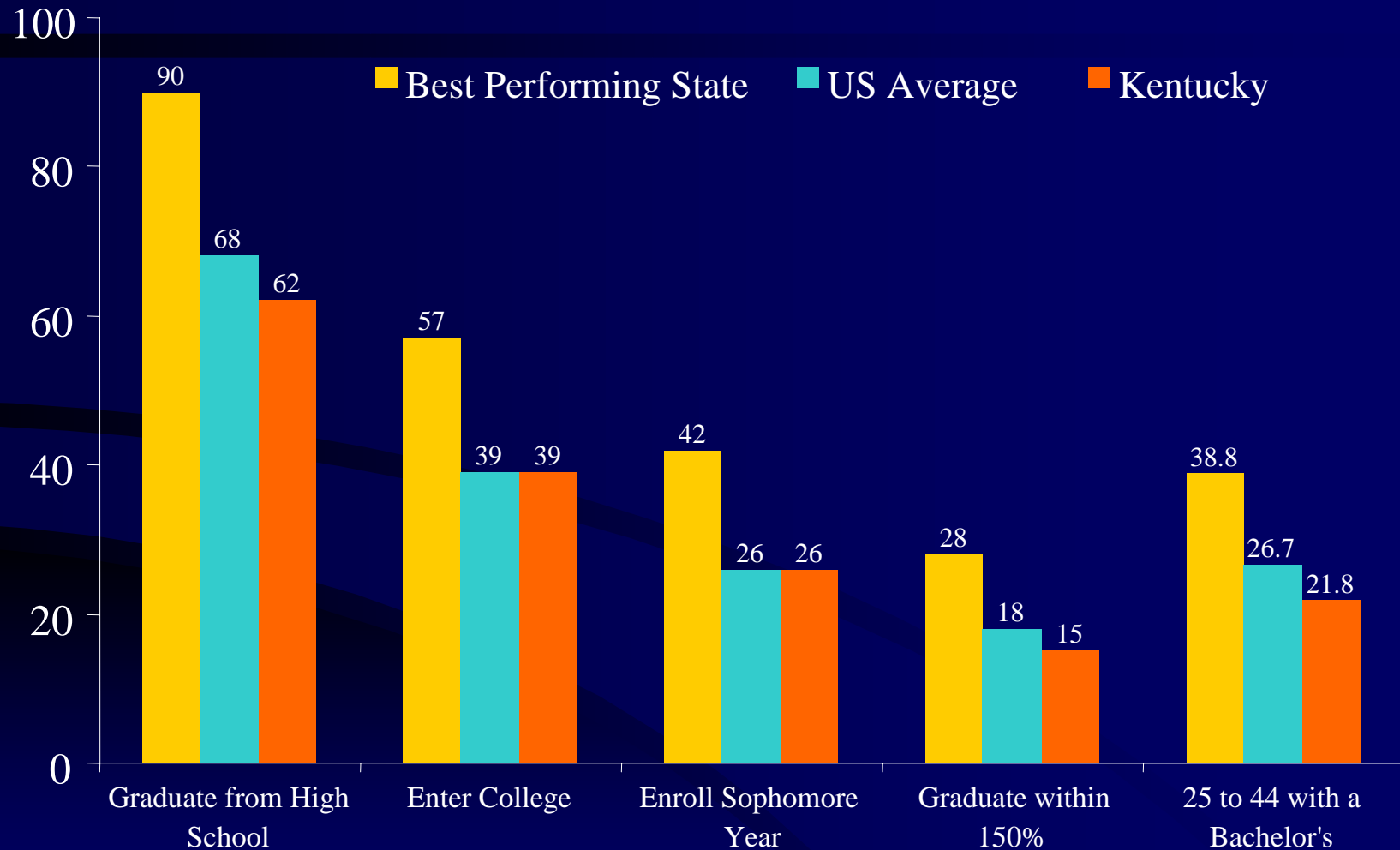
- **Complete High School**
- **Enter College**
- **Finish College**
- **Enter the Workplace**

Education Pipeline, U.S. and Kentucky, 2000



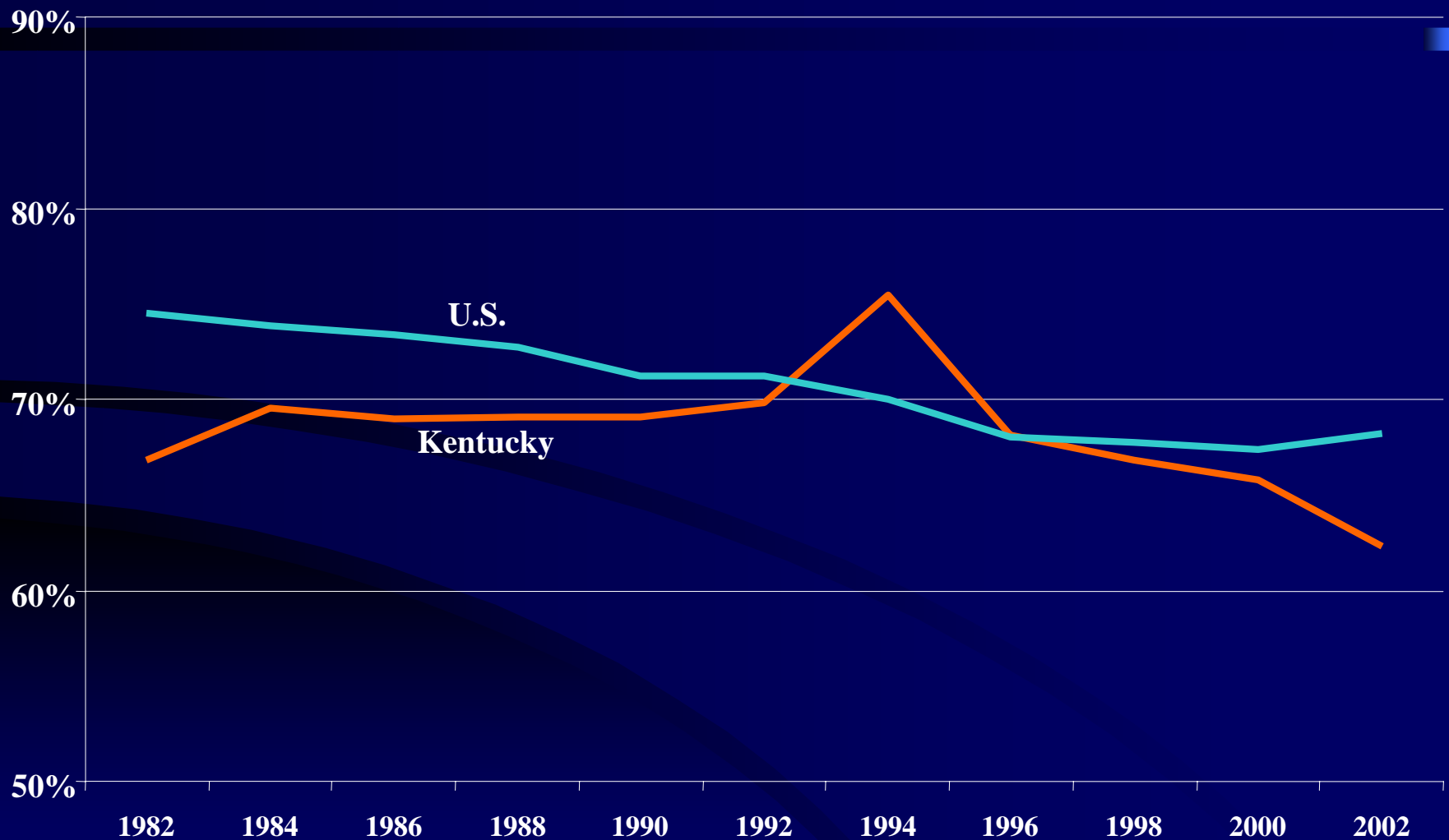
Sources: Tom Mortenson, NCES-IPEDS, ACT Institutional Survey

Student Pipeline – Transitions Rates from High School to College Completion, 2002



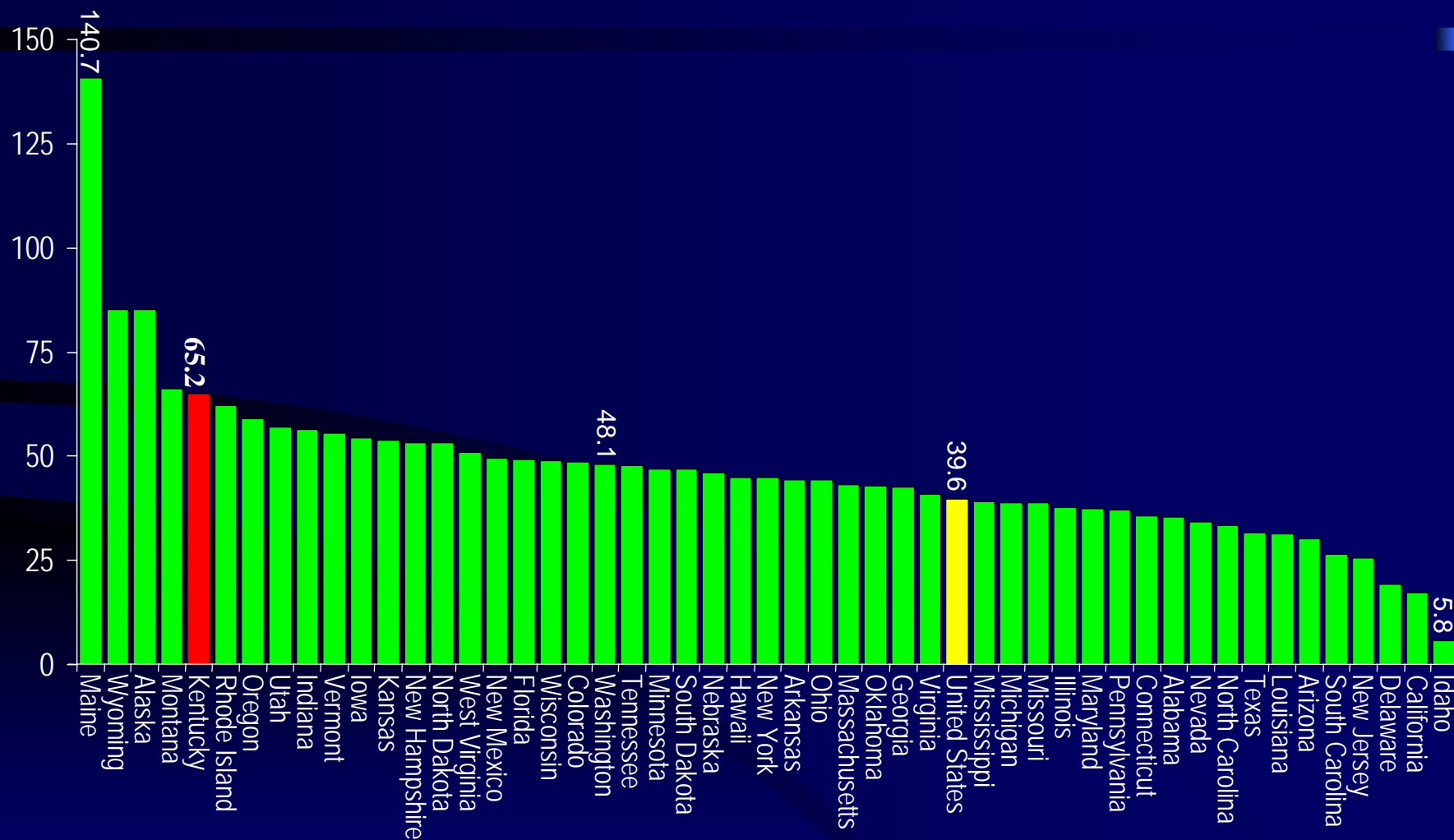
Source: NCES – Common Core Data, Integrated Postsecondary Education Data

High School Graduation Rates – 9th Graders Graduating Four Years Later, From 1982 to 2002



Source: NCES, Common Core Data

GEDs Awarded to Population Age 18-24 per 1,000 Residents Age 18-24 with Less than a High School Diploma, 2000



Source: GED Testing Service, U.S. Census Bureau

Specific Concerns Raised by Adult Education and Literacy Task Force, 2000

Concerns

- **Limited Mandate for the Department of Adult Education and Literacy**
 - Focused on Implementing Federal Law and Allocating Resources
 - Not Mandated to Establish a Statewide Strategy to Address the Fundamental, Far-Reaching Problem of Adult Literacy
 - Did Not Move Beyond Traditional Federally Defined “Adult Education”

Concerns (Continued)

- **Insufficient Capacity to Serve Target Population**
 - DAEL-Funded Providers Reached only 5% of Target Population
 - Lack of Capacity to Reach 90 Percent of Adults at Levels I and II Currently in Workforce

Concerns (Continued)

- **Disparities Among Regions and Mismatch Between Need and Services**

Concerns (Continued)

- **Quality, Performance and Accountability of Providers**
 - DAEL Identified Strong Providers Among All Categories
 - DAEL Faced Serious Barriers in Discontinuing Low-Performing Providers:
 - Lack of State Oversight Capability
 - Political Resistance
 - Providers Treated Funding as “Entitlement”

Concerns (Continued)

- **Quality, Compensation, and Support for Teachers**
 - Strength: Dedication of Teachers Serving Under Difficult Conditions
 - Low Compensation
 - No Statewide Strategy for Professional Preparation, Development, and Support of Adult Educators

Concerns (Continued)

- **Ambiguities Regarding Responsibilities for At-Risk Youth, Ages 16-18**
- **Limited Connections Between GED Preparation and Employment**

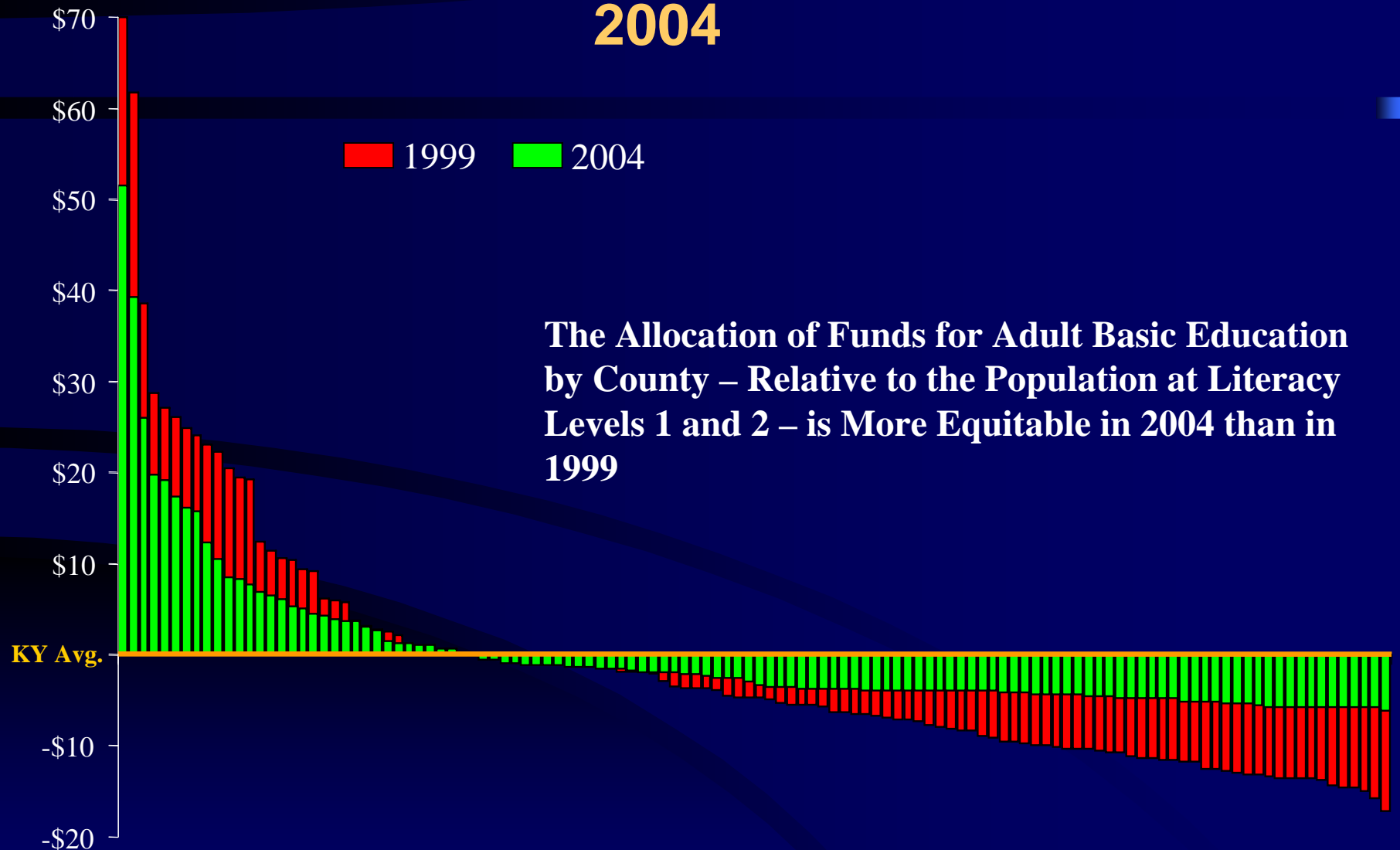
Concerns (Continued)

- **Lack of Coordination in Relationship to Needs of Clients and Employers**
 - Multiple Initiatives and Pilots That, Taken Together, Did Not Add Up to Comprehensive Strategy
 - Significant Variations Among Continues in Scope of Services
 - Competitive RFP Process Undermined Local Coordination
 - Lack of County-Level Coordination

Concerns (Continued)

- **Lack of Comprehensive Financing Policy**
 - No Funding Formula for Equitable Allocation of Resources Among Counties in Relationship to Need and Performance
 - State Funding Driven Primarily by Federal Policy
 - Funding Aimed at Pilots and Demonstrations, Not Sustained Commitments to Statewide Improvement

Total Funds for Adult Basic Education Relative to Target Population by County, Comparing 1999 to 2004



Source: CPE

Concerns (Continued)

- **Issues Beyond DAEL**
 - Lack of Coherent Statewide Leadership and Coordination Among Multiple Complementary Initiatives Aimed at Same Problem
 - Lack of Continuity in Leadership
 - Tendency to Think of Adult Education as a Separate Categorical Program Rather than as a Strategy Cutting Across Multiple Programs and Initiatives

Concerns (Continued)

- **Multiple Uncoordinated Categorical Federal Initiatives That Tended to Drive and Fragment State Strategy**
- **Tendency to Commingle and Confuse the Functions of Providers and the Function of Statewide Leadership. Focus on Operations Drive Out Attention to Strategy**

Concerns (Continued)

- **Inadequate Coordination of Services to Individuals, Communities, Employers, and Regions Exacerbated by:**
 - “Vertical” Financing and Regulatory Requirements That Undermine “Horizontal” Coordination
 - Turf Wars Among Providers, Local Politics, and Long-Standing Conflicts Among Neighboring Counties
- **Inadequate Links With and Leverage of Other Public and Private Initiatives**

Concerns (Continued)

- **Lack of State Funding Policy to Provide Performance Incentives and Promote Collaboration and Tax and Other Employer Incentives to Leverage to Leverage Non-State Resources**
- **Lack of Programmatic and Administrative Flexibility to Meet the Rapidly Changing Needs of Adult Learners, Employers, Regional Economies and Employers**

Challenges, Principles and Recommendations

Major Challenges

- **How to Persuade the Target Population That Education Pays**
- **Limited Job Prospects and Sense of Connection Between Education and Getting and Job:**
 - Lack of Positive High School Experience Leading to Reluctance to Pursue Further Education
 - Child and Eldercare Responsibilities Limiting Opportunities for Education and Employment
 - Transportation Barriers

Challenges (Continued)

- **How to Engage Employers in Effort to Upgrade the Knowledge and Skills of:**
 - Current Employees
 - State's Workforce as a Whole
- **How to Narrow Disparities Among Kentucky Counties**

Principles

- **Recognize That Adult Illiteracy is Not an Isolated Problem but a Fundamental Barrier to Every Major Challenge Facing Kentucky**
- **Shift from Top-Down Implementation of a Federal or State Program to Leading a Public Campaign That Depends Fundamentally on Bottom-Up Commitment**

Principles (Continued)

- **The Future of Kentucky Depends on Narrowing Disparities Among Counties By Improving Adult Literacy in All Regions**
- **Shift from An Emphasis on Providers to Needs of Clients**

Principles (Continued)

- **Measure Performance and Progress in Terms of Quality of Life and Economic Well-Being of:**
 - Individuals
 - Communities
 - Regions
 - Commonwealth as a Whole
- **Shift from Emphasis on Programs and Pilots to Focus on Systemic Impact on Adult Literacy in All Counties**

Principles (Continued)

- **Focus on All Adults Who Are in Need of Significant Improvement in Their Knowledge and Skills to be Full Participants in Kentucky's Workforce and Society, to Maintain Healthy Families, and Pursue Lifelong Learning**

Principles (Continued)

- **Recognize Multiple Dimensions of Issue and Therefore Need for Multiple, Separate But Coordinated Strategies Aimed at Needs of Different Target Populations**
- **Emphasize Both Continuity and Development of Basic Human and Physical Assets to Provide Service**

Principles (Continued)

- **Recognize Current and Traditional Roles and Strengths of Public Schools, Postsecondary Institutions, Employers, and Other Providers; As Corollary, Avoid Assigning to Key Players Responsibilities That Are Inconsistent With Their Strengths**

Principles (Continued)

- **Recognize Importance of Professional Preparation, Development, and Competency-Based Credentials for Adult Educators**
- **Focus on the County as the Unit of Improvement and Exchange**
- **Building on Existing Structures and Statutory Frameworks as Much as Possible**
- **Avoid “One-Size-Fits-All” Strategies**

Kentucky: A Recognized Leader in Education Reform, Especially in Adult Education and Literacy

Key Strengths

- **Focus on Long-Term (20-Year) Strategy to Improve the Quality of Life and Economic Well-Being of the State's Population**
- **Systemic Pre-K through Postsecondary Education**
- **Use of Information to Shape Agenda and Monitor Progress**
- **Adult Education and Literacy Seen as Integral to All Other Levels and Issues**
- **Sustained Over Significant Political and Economic Change**

Strengths (Continued)

- **Focus on People, Not Providers
(Counties as Units for Improvement)**
- **Emphasis on Partnerships with
Employers and Links to Workforce
Development**
- **Emphasis on Competencies
Necessary for Employment and
Continuing (Lifelong) Learning**
- **Use of Incentives Linked to
Performance in Meeting Statewide
and Regional Goals**

Strengths (Continued)

- **Capacity to Lead a Statewide Strategy:**
 - At the Highest Level of State Leadership,
 - Cutting Across Sectors and Agencies
 - Drawing on All Available Providers and Resources
 - Capacity to Develop and Sustain Partnerships, Especially With Employers
 - Capacity to Sustain Attention to a Strategic Agenda Over Changes in the Economy and Election Cycles

Lessons from Other Reform Efforts

- It Takes Years to Achieve Measurable Improvement. That is Why Consistent Pursuit of a 20-Year Campaign is So Important
- Successful Reforms Keep Focused on the Ultimate Goals, Measure and Report on Progress, But Make Changes in Tactics and Initiatives As Necessary
- Gaining Legislative Ownership and Commitment to the Goals is Fundamental to Sustaining Reform Agenda